United Nations

Report of the United Nations High Commissioner for Refugees, 1999

General Assembly

Official Records
Fifty-fifth Session
Supplement No. 12 (A/55/12)

General Assembly
Official Records
Fifty-fifth Session
Supplement No. 12 (A/55/12)

Report of the United Nations High Commissioner for Refugees, 1999

United Nations • New York, 2000

Note

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

ISSN 0251-8023

Contents

Chapter		Paragraphs	Page
I.	Introduction	1–9	1
II.	International protection	10–25	2
	A. Introduction	10–13	2
	B. Main protection challenges and activities	14–22	3
	C. Promotion	23–25	5
III.	Assistance activities	26–101	5
	A. Regional developments in Africa	27–46	6
	1. Central and West Africa	28–34	6
	2. East and Horn of Africa and the Great Lakes region	35–40	7
	3. Southern Africa	41–46	8
	B. Regional developments in the Americas and the Caribbean	47–57	9
	1. Colombia	47–49	9
	2. Southern South America	50–52	10
	3. Central America and Mexico	53–55	10
	4. Canada and the United States of America	56–57	11
	C. Regional developments in Asia and the Pacific	58–72	11
	1. South Asia	58–63	11
	2. East Asia and the Pacific	64–68	12
	3. Timor	69–72	13
	D. Regional developments in Europe	73–87	14
	1. Western Europe	73–76	14
	2. Central Europe	77	14
	3. Eastern Europe	78–86	15
	4. Follow-up to the Conference on Refugees, Returnees, Displaced Persons and Related Migratory Movements in the Commonwealth of Independent States and Relevant Neighbouring States	87	16
	E. Regional developments in South-Eastern Europe	88–96	16
	F. Regional developments in Central Asia, South-West Asia, North Africa and the Middle East	97–101	18

IV.	Programme themes and priorities	102–118	19
	A. Refugee women	102–104	19
	B. Refugee children and adolescents	105–108	19
	C. Elderly refugees	109	20
	D. Environment	110–112	20
	E. Humanitarian assistance and long-term development	113–118	20
V.	Budget and financing of operational activities	119–124	21
VI.	Oversight and evaluation	125–132	22
	A. Inspector-General's Office	125–129	22
	B. Evaluation and policy analysis	130–132	22
VII.	Cooperation/coordination	133–142	23
	A. Cooperation with intergovernmental organizations	133–137	23
	B. Coordination with other members of the United Nations system	138–139	23
	C. Relations with non-governmental organizations	140–142	24

Tables

1.	UNHCR expenditure in 1999 by regional bureau/country and types of assistance activity	25
2.	Contributions to UNHCR assistance programmes 1999-2000 as at 31 March 2000	30
3.	Indicative numbers of refugees and others of concern to UNHCR, as at the end of 1999	33

List of acronyms

AALCC	Asian-African Legal Consultative Committee
FAO	Food and Agriculture Organization of the United Nations
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IOM	International Organization for Migration
MINURSO	United Nations Mission for the Referendum in Western Sahara
NATO	North Atlantic Treaty Organization
NGO	Non-governmental organization
OAU	Organization for African Unity
OIOS	Office of Internal Oversight Services
OSCE	Organization for Security and Cooperation in Europe
PHARE	Poland Hungary: Assistance for the Reconstruction of the Economy
UNAMSIL	United Nations Mission in Sierra Leone
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMIK	United Nations Interim Administration Mission in Kosovo
UNTAET	United Nations Transitional Administration in East Timor
WFP	World Food Programme

Chapter I
Introduction

1. The global population of concern to the Office of the United Nations High Commissioner for Refugees (UNHCR) increased slightly during 1999, reaching 22.3 million, as compared to 21.5 million in 1998. They included asylum-seekers, refugees, returning refugees in the early stages of their reintegration, internally displaced persons and other populations of concern, mainly victims of conflict. This figure, however, does not reflect the dramatic and massive humanitarian crises which confronted the Office during the year. Systematic violations of human rights, failed peace negotiations or implementation of peace accords, internal strife and, ultimately, war forced large numbers of people to flee their homes in many regions of the world. In the case of East Timor and Kosovo, the rapid exodus was reversed in a matter of months and those displaced returned only to find their homes destroyed and the infrastructure so damaged that it was inadequate to support them. These crises posed innumerable challenges to the Office and raised new concerns.

2. While the international community responded rapidly to high-profile emergencies, their response frequently resulted in an overcrowded operating space for humanitarian agencies. Just "being there" became almost a necessity for many different actors. Resources were increasingly used by Governments directly or channelled through national non-governmental organizations (NGOs). This situation was further complicated by the involvement of the military in humanitarian operations, which sometimes confused roles and exposed refugees to danger. These trends diminished the ability of humanitarian agencies to operate and emphasized the need for improved coordination and enhanced partnerships within the international community at large.

3. One of the positive consequences of the intense media focus on these high-profile crises was the heightened interest on the part of civil society and corporations to contribute to the response to them. Many generously volunteered their resources and expertise, often providing innovative ideas and solutions. This was illustrated by Microsoft's offer of information technology to UNHCR to establish a registration system of refugees from Kosovo. The project resulted in the creation of refugee data centres in the region and enhanced the registration of nearly half a million refugees.

4. Only a few humanitarian emergencies, however, attracted sustained international attention. While world attention was focused on those crises featured in the international press, other smaller but equally urgent humanitarian disasters occurred, mainly in Africa. In the absence of international support, situations of fragile peace often deteriorated into renewed conflict and unresolved regional wars led to the outbreak of smaller sub-conflicts, precipitating further population displacements. The persistence of these situations highlighted the growing realization that stabilization and post-conflict recovery are essential, if the consequences of conflicts are to be adequately addressed. UNHCR encouraged the international community to adopt broader, regionally based peace-building approaches to assist regions and countries trying to emerge from the spiral of conflict, poverty and human displacement. Nevertheless, the gap between humanitarian and reconstruction activities continued to be very wide. UNHCR pursued efforts to address this gap, both within the context of the Brookings process and the Inter-Agency Standing Committee (IASC). UNHCR also reviewed its role with regard to internally displaced persons, adopting a policy of preparedness to respond to calls by the international community to assist groups of internally displaced persons, for example, in Angola.

5. The increased demand for rapid solutions resulting from the proliferation of conflicts was sometimes at the expense of humanitarian and refugee protection principles and frequently required UNHCR and its partners to work quickly and simultaneously in countries of asylum and of return. Often, humanitarian staff found themselves working in situations of insecurity, limiting their access to displaced populations and putting their own safety at risk. In addition, the civilian character of refugee camps and settlements continued to be compromised, not least through the unwillingness of some Governments to establish and move refugee camps away from borders and the lack of commitment of others to address resolutely the problem of militarization of camps within their territories. UNHCR continued to raise both these issues in international forums, including the Security Council, to heighten awareness and encourage States to uphold their international obligations to

protect refugees and the humanitarian staff who endeavour to assist them.

6. Despite the turmoil caused by resurgent conflicts around the world, solutions to refugee situations continued to be found. Repatriation remained the preferred solution to many refugee situations and over 1.6 million refugees returned to their homes during 1999. Often, however, they returned to situations of uncertainty or uneasy peace. Resettlement also continued to offer solutions for many refugees, frequently the most vulnerable. In 1999, 45,000 refugees were resettled to third countries. Several South American countries opened up possibilities of receiving limited numbers of resettled refugees during the year. Although less frequently an option, local integration provided limited opportunities for some groups of refugees to start new lives. In southern Mexico, 20,000 Guatemalan refugees are expected to be fully integrated in the country and to become self-sufficient in the course of 2000. In other situations, however, solutions remained elusive, resulting in protracted refugee situations that in some cases span decades, such as the situation of refugees from Afghanistan.

7. The Executive Committee of the High Commissioner's Programme and its Standing Committee met on several occasions to consider UNHCR's operations. In addition to regular reviews of programme and funding matters and international protection, the Standing Committee was kept abreast of policy developments within the Office with respect to refugees with special needs, namely women, children and the elderly. UNHCR reported on its efforts to mainstream such needs into its operations through the adoption and implementation of policy guidelines, as well as training initiatives. The socio-economic and environmental impact of refugees also featured on the agenda of the Standing Committee and the Office was encouraged to continue implementing strategies to mitigate such impact and to work with other concerned agencies. In addition, methodologies used in compiling statistical information on populations of concern to UNHCR, as well as registration procedures, were examined.

8. In terms of management and oversight, at the request of the High Commissioner, the Inspector-General of UNHCR carried out a comprehensive review of the Office's headquarters structure in November 1998. In February 1999, the High Commissioner decided, on the basis of this review and subsequent internal consultations, to restructure UNHCR headquarters management structure to equip the Office to meet the challenges of the new millennium and improve operational effectiveness. This resulted in a streamlined headquarters structure that is based on four main "pillars": the Department of International Protection, the Department of Operations, the Division of Communication and Information and the Division of Resource Management. The Office also undertook an internal review of its own emergency preparedness and response capacity following the Kosovo crisis. Improved field-level management capacity, enhanced emergency management at headquarters and the ready availability of equipment and relief items for emergency operations were identified as necessary improvements, if UNHCR is to respond appropriately to similar crises in the future. In addition, UNHCR re-examined its inspection and evaluation capacities with the aim to strengthen and enhance the Office's ability to look critically at its operations. As a result, the two functions, previously the combined responsibility of one section at headquarters, were split into two separate units with enhanced staffing levels and streamlined reporting mechanisms.

9. In 1999, UNHCR received a total of some US$ 912 million in voluntary contributions towards its General and Special Programmes (see table 1 of the present report). By 31 March 2000, a total of nearly US$ 239 million had been received against a budget amounting to some US$ 965 million. For 2000, the Executive Committee adopted a unified budget structure at its annual session in October 1999. This new structure aims to present UNHCR's programmes and needs in a more transparent manner, consistent with those of other United Nations organizations.

Chapter II
International protection

A. Introduction

10. The primary functions of the Office of the United Nations High Commissioner for Refugees are to provide international protection to refugees and other persons of concern to UNHCR, and to seek permanent solutions to their problems by assisting Governments to facilitate their voluntary repatriation, or their

assimilation within new national communities. The legal basis for these functions is provided by the statute of the Office (General Assembly resolution 428 (V) annex of 14 December 1950), which defines the work of the High Commissioner as entirely non-political, humanitarian and social. The activities of the Office have been further reinforced and guided by subsequent General Assembly resolutions and conclusions and decisions of the Executive Committee. They are carried out in a framework comprising international refugee, human rights and humanitarian laws, and internationally accepted standards for the treatment of refugees and other persons of concern to UNHCR.

11. International protection begins with securing admission, asylum, and respect for basic human rights, including the principle of non-refoulement, without which the safety and even survival of the refugee is in jeopardy. It ends only with the attainment of a durable solution, ideally through the restoration of protection by the refugee's own country. It includes promoting the conclusion and supervising the application of international conventions for the protection of refugees at the global and regional level, promoting legislation and other measures at the national and, increasingly, regional level to ensure that refugees are identified and accorded an appropriate status and standard of treatment in their countries of asylum. International protection also includes ensuring, with and through the national authorities, the safety and well-being of specific refugee groups and individuals in countries of asylum, as well as meeting the special needs of refugee women and children, especially those separated from their families.

12. Since States have the primary responsibility for respecting and ensuring the fundamental rights of everyone within their territory and subject to their jurisdiction, effective protection of refugees requires action by States of the country of asylum on their behalf. UNHCR's role in providing international protection consequently, and above all, involves ensuring that Governments take the necessary action to protect all refugees within their territory, as well as persons seeking admission at their borders who may be refugees.

13. The general protection situation of refugees and those issues of greatest concern to UNHCR were reviewed in the *Note on International Protection* presented at the fiftieth session of the Executive Committee last year.[1] In the document, UNHCR argued that without a responsible balance between State interests and international responsibilities, refugee protection would be in serious jeopardy. The question of admission of asylum-seekers to a territory and to status determination procedures, as well as selected problems affecting certain groups with special needs, including women, children and elderly refugees, were also examined in more detail. In addition, questions relating to the protection of refugees and displaced persons in situations of conflict were considered and action undertaken in the search for solutions for problems facing both refugees and stateless persons was reviewed. A general conclusion on its international protection was adopted by the Executive Committee at its plenary session in October 1999,[2] which reaffirmed the international refugee protection framework and called on States, in cooperation with UNHCR, to ensure the safety and security of refugees, as well as the special protection needs of vulnerable refugees.

B. Main protection challenges and activities

14. Many States, particularly in Africa, continued to honour their humanitarian obligations towards refugees and generously offered protection to those in need. In spite of the burden placed upon them by mass population movements, a number of countries received large numbers of refugees. Other countries responded generously, both in financial and material support or through special admission programmes, when the size of the arrivals hampered the capacity of neighbouring countries to host them adequately. Where voluntary return has become feasible, such as in Kosovo, Chad or East Timor, UNHCR continued to actively monitor the well-being of returnees, as well as to engage in projects which facilitate their reintegration. UNHCR's experience has been that, in order to ensure the sustainability of return, returnees must become part of a wider development effort which should include national institution and capacity-building, particularly in countries emerging from conflict.

15. Despite these positive trends, a number of setbacks were also witnessed. Systematic violations of human rights, blatant disregard of humanitarian law, wholesale expulsions of populations and large-scale "ethnic cleansing" caused significant displacement both internally and across borders in many regions of the world. Serious breaches of the internationally

recognized rights of refugees and asylum-seekers also occurred. Instances of denial of access to protection, including through closure of borders, non-admission to territory or to asylum procedures, or through direct or indirect refoulement and other acts seriously endangering the life and physical security of refugees and asylum-seekers, continued to occur. In response to irregular migratory movements, States sometimes resorted to the adoption of disturbing restrictive policies. Large numbers of individuals falling within the mandate of UNHCR were subject to detention or similar restrictive measures in different parts of the world. Their detention raised significant concern, both in relation to the fundamental right to liberty and because of the standards and quality of the treatment to which they were subjected during detention. UNHCR drew attention to the increasing institutionalization of the practice in the *Note on Detention of Asylum-Seekers and Refugees*, presented to the Standing Committee in June 1999, and proposed alternatives to detention.

16. Overall, UNHCR detected a distinct trend in an increasing number of States to move gradually away from a law or rights-based approach to refugee protection, towards more discretionary and ad hoc arrangements that give greater primacy to domestic concerns rather than to international responsibilities. In the extreme, these restrictive tendencies found their manifestation in legislative proposals aimed at doing away with the distinction between aliens and refugees, including dropping any requirement for specific determination of refugee status under the Convention relating to the Status of Refugees of 1951.

17. There is a worrying tendency on the part of some States to present problems as resulting more from wars and conflicts than from persecution in the sense of article 1 A of the 1951 Convention, and to argue that it offers an increasingly inadequate framework to address present-day challenges. Calls for an alternative refugee protection regime to that of the 1951 Convention were made.

18. Persecution, whether occurring in time of peace or of war, continued to be one of the major causes of refugee movements worldwide. The Convention of 1951 and the Protocol relating to the Status of Refugees of 1967 remain the firm and universally accepted foundation for the protection of those who have been forced to leave their country owing to serious threats to their fundamental human rights to life, security, freedoms and dignity. Both the General Assembly[3] and the Executive Committee of the High Commissioner's Programme[4] have emphasized the primacy of these instruments, and confirmed that they form the international legal basis for the protection of refugees.

19. Major problems in protecting refugees have arisen through non-compliance with or unduly narrow application of existing refugee instruments. Contrary to the aims of the 1951 Convention regime, current policies and practices in some regions are designed to restrict access to safety rather than to facilitate such access. The essential need today is for the uniform, liberal and positive application of existing refugee instruments.

20. Since the adoption of national legislation consistent with international law and standards is key to rendering the protection of refugees and stateless persons effective, UNHCR has continued to play an active role when Governments formulated new or amended existing legislation that affect persons of concern to UNHCR. In the context of voluntary repatriation operations, this often involved major legal reform work to remove legal and administrative obstacles to return. UNHCR also strengthened its cooperation with regional organizations, especially when these sought to harmonize refugee and asylum policies, with a view to ensuring that the proposed policies reflect adequate protection standards. Major capacity-building efforts are under way in a number of regions to support government and non-governmental structures in the area of refugee status determination.

21. Given the importance of family protection issues, UNHCR discussed the important role played by the refugee family in ensuring the protection and well-being of its individual members in a *Note on Family Protection Issues*, presented to the Standing Committee in June 1999. Protecting the refugee family helps, inter alia, to ensure that durable solutions are lasting, as experience has shown that the family unit has a better chance of reintegrating in their home or integrating in a new country than do individual refugees. This was reflected in the conclusion on the protection of the refugee's family adopted by the Executive Committee[5] at its plenary session in October 1999.

22. UNHCR continued to provide protection and assistance to the internally displaced in certain locations, particularly in the context of voluntary

repatriation operations. UNHCR also provided a progress report on statelessness to the Standing Committee in June 1999, which focused on its activities to assist and protect stateless persons as part of its international protection responsibilities.

C. Promotion

23. UNHCR continued its two-year global campaign to promote accession to international refugee and statelessness instruments. During the reporting period, Swaziland acceded to the 1951 Convention and Georgia acceded to both the 1951 Convention and the 1967 Protocol, bringing the number of States parties to one or both instruments to 138. In another encouraging development, Chad, Latvia, Lithuania, Saint Vincent and the Grenadines and Swaziland acceded to the 1954 Convention relating to the Status of Stateless Persons. This brought the total number of States parties to this instrument to 50. With Chad and Swaziland acceding to the 1961 Convention on the Reduction of Statelessness, 21 countries are at present State parties to this instrument.

24. Through its promotional activities, UNHCR sought to raise public awareness and to strengthen knowledge and understanding of refugee issues within the broader context of forced displacement in its different forms. They were directed at fostering the effective implementation of international legal standards on behalf of refugees, returnees and other persons of concern to UNHCR. Activities were undertaken to identify and strengthen the linkages between refugee law, human rights law and international humanitarian law so that each could be better used for the protection of refugees and others of concern to UNHCR. These activities also aimed to promote the incorporation of relevant international legal standards into national legislation and administrative procedures. UNHCR increased its promotional activities at the regional level. UNHCR also continued to vigorously pursue its efforts to promote collaboration on refugee protection through the "Reach Out" consultative process. Initiated in 1998, this process was broadened in 1999 to engage dialogues with a wide range of NGOs and entities on the nature and dimensions of the current protection challenges, where the main problems lie and what States and organizations might do in conjunction with UNHCR to ensure improved and sustained support for international protection principles. This resulted, inter alia, in the publication of a *Field Protection Guide for NGOs*.

25. UNHCR continued to strengthen its relationship with different international, regional and national human rights bodies, including national human rights commissions and ombudsmen. The Office monitored closely the work of the Commission on Human Rights and the various experts and groups reporting to it. It also monitored the Subcommission on the Promotion and Protection of Human Rights of the Commission on Human Rights and the work of the six United Nations treaty bodies to ensure that issues of relevance to UNHCR's work were brought to the attention of these bodies. UNHCR continued to strengthen its monitoring of and collaboration with the human rights components of regional bodies such as the Council of Europe, the European Court of Human Rights, the Organization for Security and Cooperation in Europe (OSCE), the Organization for African Unity (OAU), and the Asian-African Legal Consultative Committee (AALCC) to reinforce the understanding of international refugee protection in these different bodies. In March 2000 a special OAU/UNHCR meeting was held in Conakry to commemorate the 30th anniversary of the OAU Convention governing the Specific Aspects of Refugee Problems in Africa.

Chapter III
Assistance activities

26. UNHCR provides assistance to refugees in the form of emergency relief in situations of when food and other forms of life-sustaining assistance are required on a large scale at short notice. When these situations become more stable after the initial emergency stage, UNHCR continues to provide assistance while durable solutions are being sought. In many instances, basic services are also provided, including education and counselling. Whenever feasible, such measures are accompanied by efforts to encourage maximum levels of self-reliance among the refugee population. Voluntary repatriation is the preferred solution to refugee problems, but, unless convinced that refugees can return to their country of origin in reasonable safety, UNHCR does not actively promote return, although the Office may facilitate existing spontaneous return movements. When it organizes or facilitates voluntary repatriation, UNHCR

seeks to ensure that a legal framework is set up to protect the rights and interests of the returnees. In some instances and with the agreement of the Government of the country of asylum concerned, UNHCR assists refugees to become self-supporting in the country of residence. However, as refugee numbers have increased, local settlement opportunities have tended to become increasingly restricted. Resettlement to third countries is promoted when no other durable solution is feasible.

A. Regional developments in Africa

27. In December 1998, the High Commissioner announced a number of management changes in the structure of the Africa Bureau. This resulted in the creation of three regional directorates based in Pretoria, Addis Ababa and Abidjan, respectively. While the UNHCR office in Pretoria was already functioning, the regional directorates in Abidjan and Addis Ababa needed to be established and staff were redeployed from headquarters and from the respective regions for this purpose. Once established, the structures functioned well. In terms of responsibilities, the Africa Bureau at headquarters is engaged in policy design and sets the strategic framework for UNHCR operations in Africa, while the regional directorates are entrusted with the task of managing day-to-day activities and coordinating the work of the various UNHCR branch offices under their respective areas.

1. Central and West Africa

Persons of concern to UNHCR in the region (based on table 3 of the present report and UNHCR's regional bureau structure)

	Central and West Africa
Refugees	2 120 830
Asylum-seekers	23 390
Returned refugees	343 450
Internally displaced	50 000
Returned internally displaced	676 100
Various other groups	10 600
Total population of concern	**3 224 370**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	2 860 000
Care and maintenance	48 407 700
Voluntary repatriation	23 198 300
Local settlement	6 746 700
Resettlement	54 600
Administrative support	3 787 800
Overall total	**85 055 100**

28. Despite the signing of a ceasefire agreement in May 1999, the situation in Sierra Leone remained tense. It was believed that some 2.5 million people (half of the country's population) remained beyond reach of relief assistance. The deployment of additional troops under the United Nations Mission in Sierra Leone (UNAMSIL) and the expected implementation of the Disarmament, Demobilization and Reintegration Programme raised expectations for the return of peace. UNHCR centred its efforts in the country on developing a comprehensive return and reintegration strategy for Sierra Leonean refugees in neighbouring countries and caring for some 8,700 Liberian refugees. UNHCR also participated actively in the elaboration of the Lomé Peace Accord, in particular aspects related to access by humanitarian agencies.

29. In neighbouring Liberia, the situation in the northern part of the country continued to be very volatile in 1999. Security incidents in the area provoked the flight of over 11,000 Sierra Leonean refugees to safer areas further south in the country. In addition, 8,000 Liberians were reported to have left their homes for Guinea. UNHCR staff were evacuated because of insecurity in the area, hampering the implementation of reintegration activities and discouraging refugees from returning to their homes. Despite these constraints, UNHCR-assisted repatriation of Liberian refugees exceeded 120,000 in December 1999, nearly 38,000 of them having returned in 1999. Although the initial objectives for repatriation were not met, it was clear that the returns, coupled with UNHCR's presence in return areas, were important factors in building confidence in the reconciliation process.

30. Guinea continued to host by far the largest refugee population in the region. Care and assistance was provided to more than half a million refugees residing in the country. Security in border areas remained problematic and the relocation of refugees was seen as necessary, with priority given to the most vulnerable refugees. By year-end some 20,000 refugees had been transferred to safer areas. The registration and verification of refugees in Guéckédou paved the way for improved planning and targeting of assistance, both concerning food rations provided by the World Food Programme (WFP) and help to vulnerable refugees and victims of violence.

31. The Central African Republic continued to receive large numbers of refugees in 1999, primarily from the neighbouring Democratic Republic of the Congo. Insecurity in the spring of 1999 brought close to 20,000 refugees into the country. UNHCR provided them with material assistance, including food and household items. Clean water and health care were made available for both refugees and nationals of the Central African Republic. UNHCR also helped needy refugees among the over 35,000 Sudanese refugees in the country's northern provinces, as well as close to 3,200 urban refugees.

32. Initiated in 1999, the repatriation programme for Chadian refugees in neighbouring countries continued unimpeded. By the end of February 2000, almost 900 refugees had returned from the Central African Republic and another 10,000 were expected to repatriate. In addition to repatriation, UNHCR facilitated the reintegration of those who returned.

33. An influx of 14,300 Sudanese refugees into Chad in early January brought the total number of Sudanese in the country to over 23,000 persons. More than 3,200 heads of families received agricultural tools, seeds and pesticides to help them become more self-sufficient in food production. Some 6,500 persons among the local population also received food rations and free medical services.

34. The issuance of identification cards to refugees in Côte d'Ivoire began in May 1999. This was a significant development in addressing the refugee situation in the country and it is expected to lead to the regularization of the legal status of many thousands of refugees. A similar process was initiated with the Government of Gabon.

2. East and Horn of Africa, and the Great Lakes region

Persons of concern to UNHCR in the region (based on table 5 of the present report and UNHCR's regional bureau structure)

	East and Horn of Africa and the Great Lakes region
Refugees	971 030
Asylum-seekers	11 210
Returned refugees	539 830
Internally displaced	712 900
Returned internally displaced	265 000
Various other groups	-
Total population of concern	**2 499 970**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	2 355 000
Care and maintenance	76 604 500
Voluntary repatriation	60 512 200
Local settlement	36 314 900
Resettlement	618 500
Administrative support	9 529 400
Overall total	**185 934 500**

35. In the Great Lakes region of Africa, despite the signing of the Lusaka Ceasefire Agreement between the warring parties in the Democratic Republic of the Congo, the situation continued to be tense and the potential for population movements remained high during the year. UNHCR closely followed developments in the peace process and updated contingency plans in anticipation of further population displacement. Since the resurgence of conflict in the Democratic Republic of the Congo in 1998, 95,000 Congolese refugees have fled to camps in the United Republic of Tanzania and another 25,000 to camps in Zambia. In spite of the difficulties in the country, UNHCR continued to support the repatriation of Rwandans. Over 36,000 returned in 1999.

36. In Burundi, the security situation remained precarious and heightened concerns over the possibility of spill-over into other countries in the region. Over

300,000 refugees have crossed the border into the United Republic of Tanzania, of whom over 50,000 fled between October 1999 and February 2000. Besides providing emergency relief assistance, UNHCR continued to implement a security package aimed at strengthening the capacity of the Government of the United Republic of Tanzania to respond to security issues resulting from the presence of refugee camps in border regions. UNHCR also encouraged Governments to revitalize and strengthen the Arusha peace process.

37. The situation in the east and Horn of Africa continued to be dominated by the conflict between Ethiopia and Eritrea, which has rendered hundreds of individuals homeless and hundreds of others stateless. The re-establishment of diplomatic relations between Eritrea and the Sudan was a welcome development in the region and led to the reopening of the border between the two countries, thus allowing UNHCR to begin the implementation of plans to repatriate some 140,000 Eritrean refugees in the Sudan. On 7 April 2000, in Geneva, the Government of Eritrea, the Government of the Sudan and UNHCR signed a tripartite agreement for the voluntary repatriation of Eritrean refugees in the Sudan and their reintegration in Eritrea.

38. UNHCR continued to facilitate the return of Somali refugees coming back from Djibouti, Ethiopia and Kenya to areas in north-west and north-east Somalia considered to be safe. Some 70,000 refugees were able to return from Ethiopia and additional groups, mostly from Kenya, returned to north-eastern Somalia including 820 refugees who were airlifted from camps in Kenya. In contrast, large-scale voluntary repatriation of Somali refugees in Djibouti did not occur, largely owing to the presence of landmines in their areas of return.

39. In northern Uganda, repeated security incidents notwithstanding, UNHCR implemented a number of self-reliance programmes, which benefited some 180,000 refugees from southern Sudan. Plans were made to promote the same type of activities for refugees living in western Ethiopia.

40. UNHCR welcomed the Government of Kenya's agreement to issue refugees with identity papers. This was the result of an advocacy campaign over the last two years. The process started in the Dadaab camps and will be extended to other locations in 2000. In an effort to encourage the increased participation of refugees in addressing the security situation in and around refugee camps, UNHCR organized workshops and seminars on capacity-building and community awareness activities.

3. Southern Africa

Persons of concern to UNHCR in the region (based on table 3 of the present report and UNHCR's regional bureau structure)

	Southern Africa
Refugees	247 240
Asylum-seekers	21 520
Returned refugees	42 500
Internally displaced	-
Returned internally displaced	-
Various other groups	-
Total population of concern	**311 260**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	3 302 200
Care and maintenance	8 792 300
Voluntary repatriation	1 941 700
Local settlement	4 933 200
Resettlement	-
Administrative support	2 222 000
Overall total	**21 191 400**

41. As fighting intensified in Angola during the year, a growing number of refugees poured into Namibia and Zambia. Almost 20 per cent of the population of Angola was estimated to have fled to safer areas within the country and to countries in the region over the past several years. Some 34,000 arrived in neighbouring countries during October 1999 alone. The security situation for many Angolan refugees was precarious, but plans to relocate them to more secure areas during the year were unsuccessful. Inside Angola, several million people were estimated to be displaced.

42. Refugees from the Great Lakes region of Africa, particularly the Democratic Republic of the Congo, also began to arrive in countries in the region. This, combined with the situation surrounding Angola,

prompted the rapid reinforcement of UNHCR's ability to provide material assistance to refugees in the region, particularly in Botswana, Namibia, Malawi and Mozambique.

43. While UNHCR successfully repatriated over 1,300 Namibian refugees from Botswana in 1999, the spill-over effects of the war in Angola led to a reverse movement of Namibians back into the country. The more than 1,100 refugees, most of them Namibians, Angolans and Somalis, received material assistance from UNHCR, including basic and complementary food and essential household items.

44. By the end of 1999, Namibia hosted over 7,300 refugees from a multitude of African nations. The country was affected by instability caused by the armed conflict in southern Angola and separatist attacks within the country. The large number of fresh arrivals of Angolan refugees prompted UNHCR to review and readjust its programme to the developing emergency situation. Protection measures were instituted at border crossing points, including the monitoring of incidents of refoulement, separation of male and female refugees, and the establishment of refugee reception committees.

45. In Mozambique, of the more than 1,400 refugees and asylum-seekers present in the country, over 800 were living in two camps pending durable solutions. UNHCR's protection activities focused on individual status determination, but delays in interviews and decision-making on behalf of the Government left many refugees in waiting. Activities to promote local integration were hampered by the lack of arable land in the refugee areas, growing xenophobia and a general lack of commitment.

46. South Africa continued to host the largest number of urban refugees in the region. In 1999, their number was estimated at more than 60,000 refugees, including more than 31,000 registered by the Government. The majority of refugees were assisted through a network of regional refugee forums. UNHCR's interventions at the assistance level were mainly geared towards helping recognized refugees improve their prospects for local integration, including through vocational and language skills training.

B. Regional developments in the Americas and the Caribbean

Persons of concern to UNHCR in the region (based on table 3 of the present report and UNHCR's regional bureau structure)

	Americas and the Caribbean
Refugees	710 680
Asylum-seekers	607 130
Returned refugees	5 970
Internally displaced	-
Returned internally displaced	-
Various other groups	21 200
Total population of concern	**1 344 980**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	73 100
Care and maintenance	2 724 000
Voluntary repatriation	2 458 400
Local settlement	19 514 900
Resettlement	-
Administrative support	1 653 600
Overall total	**26 424 000**

1. Colombia

47. A deterioration of the conflict in Colombia during 1999 led not only to massive forced displacement within the country but also to cross-border movements. The influx of some 4,000 Colombians into Venezuela and Panama raised concerns about the potential for future cross-border movements. These influxes triggered a shift in UNHCR's humanitarian interventions from advocacy and promotional activities to technical advice and legal expertise for the adoption or amendment of national legislation, capacity-building and emergency response at the national and local level. As a direct result, UNHCR established a liaison office in Ecuador in November 1999 and a field presence in Venezuela on the border with Colombia. UNHCR has also enhanced partnerships with academic institutions, NGOs and the Catholic Church in an effort to strengthen the local response capacity. Presently, Ecuador and Venezuela host large populations of

undocumented Colombians who have opted to remain anonymous for security reasons, among others. In Panama and Ecuador a pilot documentation project was implemented through the Catholic Church, in agreement with the respective governments.

48. The conflict also resulted in the displacement of nearly 300,000 persons within Colombia. The role of facilitating the coordination of assistance to internally displaced persons amongst the United Nations agencies in Colombia was entrusted to UNHCR by the Inter-Agency Standing Committee (IASC) in November 1999. At the request of the Secretary-General's Special Adviser on Colombia, UNHCR coordinated the development of an inter-agency reintegration strategy involving humanitarian and development agencies based in Colombia.

49. The implementation of UNHCR's operational plan for internally displaced persons began in mid-1999, following its endorsement by the Government and donors in April 1999. The plan seeks to enhance UNHCR's cooperation with national institutions working with internally displaced persons at all stages of displacement, from prevention to solutions. At the outset, emphasis was placed on strengthening the technical and operational capacity of the *Red de Solidaridad*, the governmental institution vested with overall institutional responsibility for internally displaced persons. Within its structure, a Joint Technical Unit for Internally Displaced Persons was created. UNHCR also provided support to the national registration system and the national ombudsman's office for the creation of an Internally Displaced Persons Unit. The issues of early warning, emergency response capacity and standard-setting were developed through training and participation in working groups involving national and international partners.

2. Southern South America

50. Increasingly, civil society organizations have become key partners in the search for solutions to refugee problems in the region. As a result, approximately 30 per cent of refugee needs were met by civil society institutions in Argentina and Brazil in 1999.

51. Public awareness and constituency-building efforts also continued to yield positive results in the region. The foundation *Argentina con ACNUR* was formally established in December 1999, aimed at building constituencies and raising support for UNHCR activities worldwide. Moreover, UNHCR organized numerous public activities in 1999, such as a UNHCR/UNICEF fund-raising event for Kosovo, and obtained extensive free press and publicity coverage in national media.

52. A number of resettlement opportunities in the region were formalized during 1999. Under a resettlement agreement signed with the Government of Chile in early 1999, a first group of refugees from former Yugoslavia arrived in the country in June 1999. The Government of Brazil followed suit by signing a similar agreement in August 1999. Argentina is expected to formalize a resettlement programme in 2000.

3. Central America and Mexico

53. In July 1999, the last collective return of Guatemalan refugees signalled the closure of UNHCR's repatriation programme. This programme has benefited some 43,000 refugees since 1992. UNHCR intensified its efforts to involve returnees and their communities with governmental and non-governmental actors and advocated for the inclusion of returnee communities in national and regional plans.

54. The migratory stabilization plan for 20,000 Guatemalan refugees in south-eastern Mexico continued to be implemented by the Government of Mexico, UNHCR and NGOs. In 2000, all remaining refugees requesting naturalization are expected to make the transition towards self-sufficiency with the assistance of UNHCR. In Chiapas, 96 per cent of the refugee population has already received migratory documents. In addition, in July 1999 the Government of Mexico publicly announced its decision to ratify the 1951 Refugee Convention and its 1967 Protocol.

55. In all countries of the subregion, UNHCR secured durable solutions for refugees by facilitating their acquisition of residency permits and naturalization. The Governments of Belize and Costa Rica offered amnesty programmes for illegal aliens, providing permanent residency for approximately 5,000 and 250 refugees, respectively, who arrived in these countries during the Central American conflict in the 1980s. UNHCR continued to develop and implement a comprehensive protection and programme strategy aimed at enabling national institutions to assume responsibility for addressing asylum issues.

4. Canada and the United States of America

56. UNHCR's objectives in Canada and the United States of America continued to focus on advocating for the application of international protection principles, promoting resettlement as a durable solution and reinforcing public awareness and support for refugees and the Office's humanitarian programmes. During 1999, the Canadian Government studied proposals for revising the country's immigration laws and policies, including those governing asylum. The Minister of Citizenship and Immigration is expected to table draft legislation in Parliament during 2000. In the United States, Congress is considering legislative proposals that would restrict application of the "expedited removal" procedure for undocumented arrivals to "migration emergencies", and would place limits on the mandatory detention of asylum-seekers. UNHCR has contributed to the reform initiatives in both countries, inter alia, by providing advice regarding the relevant principles of international refugee law and best practices to governmental and NGO counterparts.

57. In the Caribbean, UNHCR focused its efforts on building the foundation for refugee protection. This included promoting accessions to the international refugee instruments, encouraging the establishment of national legal and institutional asylum arrangements and making provisions for meeting refugee needs. UNHCR's protection network, built around volunteer honorary liaison persons in 12 Caribbean countries, has proven to be an effective, low-cost means of facilitating these efforts.

C. Regional developments in Asia and the Pacific

Persons of concern to UNHCR in the region (based on table 5 of the present report and UNHCR's regional bureau structure)

	Asia and the Pacific
Refugees	1 021 390
Asylum-seekers	13 550
Returned refugees	197 520
Internally displaced	612 500
Returned internally displaced	-
Various other groups	40
Total population of concern	**1 845 000**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	26 818 000
Care and maintenance	17 528 100
Voluntary repatriation	24 754 200
Local settlement	5 346 000
Resettlement	73 000
Administrative support	3 729 600
Overall total	**78 248 900**

1. South Asia

58. The voluntary repatriation of the remaining 22,000 Muslim refugees from camps in Bangladesh to Myanmar, which resumed in November 1998 after two years of suspension, was limited. As a result of procedural difficulties in the clearance by the Myanmar authorities of those willing to repatriate, only 1,500 persons returned in 1999. UNHCR urged both Governments to expedite returns and a bilateral meeting between the Governments of Bangladesh and Myanmar to streamline the repatriation process was held in January 2000. At the same time, in December 1999, following discussions between UNHCR and the authorities, the Government of Bangladesh agreed to introduce refugee self-help activities within the camps for those who are unwilling or unable to return in the near future.

59. In Myanmar, UNHCR facilitated the establishment of a five-year United Nations integrated development plan, which will permit development agencies to take over UNHCR-funded activities in northern Rakhine State by the end of 2000. As a precurser to this, the Food and Agriculture Organization of the United Nations (FAO), UNICEF and the United Nations Office for Project Services were engaged as implementing partners in carrying out UNHCR activities. UNHCR also continued its field monitoring of public policy and governance issues affecting returnees from Bangladesh and the local population in Northern Rakhine State and maintained a dialogue with the national authorities on these issues.

60. Bilateral talks between the Governments of Bhutan and Nepal on the 97,000 refugees in camps in Nepal made slow progress in 1999. Senior government-level talks were held in Kathmandu in September 1999 and the two Governments agreed to commence with a

verification of the refugee caseload, while continuing to find common ground on the detailed criteria to be used. Further bilateral meetings were held in January and March 2000 to work out the modalities for this joint verification. UNHCR has offered to provide technical assistance and facilitate the repatriation of refugees.

61. In Sri Lanka, armed conflict between the Sri Lankan authorities and the separatist Liberation Tigers of Tamil Ealam (LTTE) continued to lead to further population displacements in the northern Vanni region where some 600,000 persons were estimated to be displaced. UNHCR focused its attention on facilitating access to national protection for persons in the region affected by the conflict. A dialogue was maintained with the authorities and LTTE, in an effort to ensure the safety and well-being of displaced persons. An open relief centre, maintained with UNHCR's support, provided an area of relative safety for those affected by the conflict. UNHCR's protection role was particularly critical when hostilities escalated at the end of 1999. UNHCR also continued to provide support to host communities to assist them in coping with the influx of displaced persons, thereby minimizing the need for further displacement. In addition, attention was focused on promoting durable solutions for internally displaced persons by providing reintegration assistance to those who returned to their areas of origin or settled in new communities.

62. An estimated 70,000 Sri Lankan refugees remained in camps in India during 1999. Their repatriation was not possible during the year owing to the ongoing conflict in Sri Lanka. UNHCR's efforts to promote the self-reliance of some 16,000 urban refugees in India, mainly from Afghanistan, were impeded by difficulties in the issuance and renewal of residential permits by the Indian authorities, due to security considerations. An interim solution to this problem was found in March 2000 and it is hoped that efforts to reduce the dependency of these refugees on UNHCR's financial support can be further advanced. UNHCR also continued its efforts to build a greater awareness of refugee issues within civil society, academic institutions and professional bodies in India through workshops and seminars for academics and governmental and judiciary staff.

63. The Regional Consultations on Refugee and Migratory Movements in South Asia continued to make tangible progress. In November 1998, the eminent persons group from South Asia prepared model national legislation on refugees and asylum-seekers for the region. During 1999, efforts were focused on the dissemination of this model law and on fostering support for its adoption. A meeting of the eminent persons group is scheduled in 2000, to discuss further measures to promote the adoption of the model by States in South Asia.

2. East Asia and the Pacific

64. In February 2000, the authorities of the Hong Kong Special Administrative Region granted the right of abode to the remaining 1,400 Vietnamese refugees and so-called "non-nationals" in Hong Kong. Under this scheme, refugees will be able to benefit from social welfare assistance and will be eligible for Hong Kong citizenship after seven years. This decision is the culmination of self-reliance and local integration measures undertaken by UNHCR over the past three years.

65. UNHCR phased out its local settlement assistance to Vietnamese refugees in China at the end of 1999, as planned. Assistance in the management of a revolving credit scheme, initiated in 1994, through which refugees have achieved self-reliance, was maintained, allowing refugees and the host communities to continue to benefit from employment opportunities created under the scheme.

66. In July-August 1999, tripartite consultations between the Government of the Lao People's Democratic Republic, the Government of Thailand and UNHCR, led to the organized return of the remaining 1,160 Laotians in Thailand who had been determined not to have met internationally recognized refugee criteria. This concluded the last chapter of the former Comprehensive Plan of Action for Indo-Chinese Refugees in Thailand. Returnee reintegration and monitoring assistance will be continued in the Lao People's Democratic Republic throughout 2000. UNHCR will also continue to seek resettlement solutions for the remaining 116 refugees in the Ban Napho camp.

67. In May 1999, UNHCR completed the registration of the 99,700 persons, mainly Karen and Karenni refugees from Myanmar, located in 11 camps along the border between Thailand and Myanmar. Some 15,150 refugees from two camps at risk of cross-border incursions were successfully relocated to a safer site

inland during the year. UNHCR continued to actively cooperate with the Government of Thailand on the admission of new arrivals into the camps. Despite several security incidents during the year, the Government of Thailand reiterated its policy of continuing to provide temporary asylum to Myanmar refugees in Thailand.

68. The repatriation of the remaining 47,000 Cambodian refugees in camps in Thailand was completed in March 1999. UNHCR continued to monitor the protection of returnees in Cambodia during 1999 and to promote their reintegration through community-based projects. In 2000, emphasis will be placed on strengthening linkages with development agencies to ensure the longer-term sustainability of returnee reintegration.

3. Timor

69. The eruption of violence in East Timor, following the announcement of the results of the 30 August 1999 referendum on independence, provoked the displacement of 75 per cent of the population and the large-scale destruction of private housing, public buildings and utilities. Some 500,000 persons were displaced inside East Timor and an estimated 200,000 fled to West Timor and other areas of Indonesia. UNHCR responded to the immediate humanitarian needs of the displaced persons in East Timor and the refugees in encampments in West Timor by providing emergency relief, transportation and petrol. From October 1999, UNHCR conducted a large-scale voluntary repatriation operation, giving effect to refugees' free choice to return to East Timor, in spite of constant intimidation and violent opposition from militia groups. By mid-March 2000, over 150,000 persons had returned to East Timor from Indonesia and elsewhere. The majority of the refugees have been repatriated in an organized manner through UNHCR's programme with the assistance of the International Organization for Migration (IOM).

70. In East Timor, UNHCR is facilitating the reintegration of returnees by providing shelter material to those whose houses were destroyed. By the end of 2000, 35,000 housing units will have been repaired for some 200,000 persons. Discussions with the World Bank, UNTAET and other United Nations agencies are under way to ensure an effective transition from initial reintegration activities to long-term community rehabilitation, reconciliation and development.

71. In October 1999, UNHCR concluded a memorandum of understanding with the Government of Indonesia, which set forth a framework for the protection of refugees and affirmed the voluntary nature of the repatriation programme to East Timor. Despite this agreement, access to refugees in West Timor remained problematic and the number of refugees remaining in West Timor was difficult to determine. Nevertheless, UNHCR was not deterred by these difficulties, nor the continued threats and intimidation by militias. The Office continued pursuing its mandated functions in West Timor, including an active mass information campaign to promote repatriation. In addition, plans were established with the Government to support the local integration of those who wish to remain in Indonesia.

72. The Asia-Pacific Intergovernmental Consultations on Regional Approaches to Refugees and Displaced Persons (APC) provided a useful forum for countries in the Asia-Pacific region to discuss refugee and migration-related issues. The fourth meeting of APC, co-hosted by UNHCR and the Government of Nepal, was held in June 1999. The meeting recommended that, due to the diversity of the region, subregional and expert meetings should be convened between plenary sessions. A first subregional meeting of the Mekong countries took place in Cambodia in December 1999. Issues relating to returnee reintegration and capacity-building were discussed. A second subregional meeting took place in New Zealand, in February 2000, with the participation of officials from countries in the Pacific. Participants discussed emergency preparedness, capacity-building and trafficking in persons. Further subregional and expert meetings are scheduled for 2000.

D. Regional developments in Europe

Persons of concern to UNHCR in the region (based on table 3 of the present report and UNHCR's regional bureau structure)

	Europe
Refugees	2 527 770
Asylum-seekers	534 490
Returned refugees	2 920
Internally displaced	1 346 500
Returned internally displaced	65 100
Various other groups	1 279 010
Total population of concern	**5 755 790**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	8 058 900
Care and maintenance	31 499 700
Voluntary repatriation	127 600
Local settlement	30 172 400
Resettlement	453 600
Administrative support	4 595 100
Overall total	**74 907 300**

1. Western Europe

73. A critical protection issue for UNHCR in Western Europe in 1999 was the outflow of thousands of refugees from the Kosovo province of the Federal Republic of Yugoslavia. Refugee movements into Western Europe included several thousand people through the Humanitarian Evacuation Programme established in the former Yugoslav Republic of Macedonia. During the month of June 1999 alone, the number of Kosovars who arrived spontaneously in Western Europe to seek asylum (nearly 20,000) almost equalled the total number of asylum-seekers from all other nationalities during the same month.

74. Notwithstanding the generally positive and generous response of Western European Governments to the Kosovo crisis, UNHCR followed with increasing concern the legislative, judicial and policy developments impacting on asylum possibilities generally. At both the national level and at the level of the European Union, policy directions continued to focus on restrictive practices designed to control migration. These practices impacted considerably on the rights of refugees and asylum-seekers.

75. The need to ensure a proper balance between guaranteed access for persons in need of international protection to countries of the European Union and legitimate measures to stem irregular migration and trafficking remained at the centre of UNHCR's dialogue with the European Union, its institutions and Member States. An encouraging development was the impetus given by the Tampere Summit of the European Union in October 1999 to the establishment of a comprehensive and concerted European asylum and migration strategy for the future, enlarged European Union. The Tampere Summit clearly recognized that such an integrated strategy should keep a distinct focus on the absolute respect of the right to seek asylum and that a common asylum system must be based on the full and inclusive application of the 1951 Convention relating to the Status of Refugees.

76. The overall number of asylum applications in Western European countries increased by some 19 per cent in 1999 compared to 1998. Germany continued to receive the largest number of asylum applicants, followed by the United Kingdom of Great Britain and Northern Ireland, Switzerland, the Netherlands and Belgium.

2. Central Europe

77. UNHCR focused its work in the region in 1999 on helping countries bring their asylum legislation into line with the *acquis* of the European Union and international standards. This assistance was channelled through the PHARE horizontal programme of the European Union. The resulting collaboration helped to enhance cooperation and gave Central European counterparts opportunities for networking and information-sharing with Member States of the European Union. National task forces (for the most part incorporating the judiciary, NGOs and UNHCR) were established to follow up the process and are expected to continue after the two-year PHARE (Poland/Hungary: Assistance for the Reconstruction of the Economy) programme.

3. Eastern Europe

78. The situation around Chechnya deteriorated in the second half of 1999. After fighting broke out in neighbouring Dagestan between Chechen armed groups and Russian forces in the summer of 1999, approximately 30,000 people were displaced. With the outbreak of conflict in October 1999, however, over 200,000 people fled into neighbouring Republics, particularly Ingushetia, with several thousands more escaping into Georgia and further afield to Kazakhstan. While several thousand Chechens returned home to parts of Chechnya under Russian control, many left again due to continuing insecurity, the destruction of their homes and the poor state of the general infrastructure. As at March 2000, UNHCR provided assistance to approximately 180,000 displaced persons in Ingushetia through a United Nations inter-agency emergency assistance programme. The majority were expected to return home in the near future.

79. In 1999, there were some positive signs in the Nagorno-Karabakh conflict settlement process, with new initiatives by the Minsk Group of the Organization for Security and Cooperation in Europe (OSCE) and bilateral contacts between the Presidents of Armenia and Azerbaijan. Both Presidents reconfirmed at the OSCE Summit in November 1999 that the peace process would continue to be advanced and called for a revitalization of the Minsk Group process to re-enlist the support of the international community.

80. UNHCR's assistance programme in Armenia increasingly focused on the promotion of naturalization of ethnic Armenian refugees, adoption of relevant legislation and building local implementation capacity. Naturalization remained a key means to facilitate the integration of refugees into Armenian society and reduce statelessness. In parallel, UNHCR continued to provide assistance to the most vulnerable groups of the refugee population and maintained its long-term sustainable development activities.

81. With UNHCR assistance at the drafting stage, a national refugee law was passed in March 1999 by the Armenian Parliament. UNHCR will continue to assist the authorities in developing national implementation procedures, including refugee status determination.

82. While significant progress in achieving a political settlement of the conflict over Nagorno-Karabakh has yet to be achieved, UNHCR's programme in Azerbaijan moved towards a longer-term development phase with a stronger emphasis on integration of refugees and internally displaced persons. This entailed closer inter-agency cooperation with the World Bank, UNDP and competent government bodies in a joint effort to rehabilitate the war-damaged territories of the country. This strategy is designed both to facilitate the return of internally displaced persons to the area and to create conditions conducive to self-reliance among those for whom return is not yet possible.

83. In May 1999, a new law on refugees was passed in Azerbaijan. UNHCR is assisting the authorities in developing national implementation procedures, including refugee status determination.

84. There was little movement towards resolving the conflict in Georgia over the status of Abkhazia, but there were a few positive signs of progress in the conflict settlement process over South Ossetia. Security conditions, including for humanitarian workers, deteriorated in both areas during the year. As a result of the Chechnya conflict, some 7,000 refugees fled to Georgia in late 1999 and early 2000, where they received limited material assistance from UNHCR.

85. By May 1999, 25,000 of the de jure stateless persons among the formerly deported peoples who returned to Crimea obtained Ukrainian citizenship, partly through UNHCR's promotion campaign. The majority (over 53,000) of a second group of 62,000 people in need of Ukrainian citizenship who were required to renounce their Uzbek citizenship first, benefited from a simplified procedure agreed between the two countries with UNHCR's encouragement and facilitation.

86. In Turkey, the arrival of 18,000 Kosovar refugees and the prominent media coverage of the Chechen humanitarian crisis stirred deep feelings of sympathy in the Turkish public and gave a new impetus to the UNHCR programme in the country. Working relations between UNHCR and the Government were strengthened in tandem with the development of UNHCR's new activities in the fields of training and technical cooperation. The acceptance of Turkey by the European Union as a formal candidate for membership opened up prospects for bringing the country's asylum institution into a closer harmony with international standards. In general, the asylum situation and protection for non-European refugees improved as a result of these positive developments. Nevertheless, despite the easing of certain procedural barriers to the

national asylum system. UNHCR still had to intervene in many individual cases under its statutory responsibility. Nearly all recognized refugees were resettled through UNHCR's programme.

4. Follow-up to the Conference on Refugees, Returnees, Displaced Persons and Related Migratory Movements in the Commonwealth of Independent States and Relevant Neighbouring States

87. The follow-up to the Conference on Refugees, Returnees, Displaced Persons and Related Migratory Movements in the Commonwealth of Independent States and Relevant Neighbouring States, held in Geneva in May 1996, is to be concluded at the final session of the Steering Group, in July 2000. Following a recommendation of the penultimate meeting of the Steering Group in June 1999, a working group was established to assess the progress made and provide recommendations to the Steering Group on what shape any further international effort should take to support implementation of the programme of action. The working group met in October 1999 and March 2000, and after considering an interim assessment report, concluded that international consultation and support was still needed in order to further implement the programme of action of the Conference. The third meeting is scheduled for May 2000 and will deal with recommendations for how such cooperation should continue.

E. Regional developments in South-Eastern Europe

Persons of concern to UNHCR in the region (based on table 3 of the present report and UNHCR's regional Bureau structure)

	South-Eastern Europe
Refugees	615 900
Asylum-seekers	80
Returned refugees	950 200
Internally displaced	1 094 700
Returned internally displaced	312 200
Various other groups	-
Total population of concern	**2 973 080**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	144 884 100
Care and maintenance	152 695 600
Voluntary repatriation	31 309 300
Local settlement	25 654 200
Resettlement	612 200
Administrative support	7 189 900
Overall total	**362 345 300**

88. The conflict in Kosovo during 1999 led to renewed displacement and suffering on a massive scale. By the end of the first three months of the year, some 350,000 people had been displaced, with 260,000 displaced within the province itself. On 24 March 1999, the conflict exploded into an international crisis. Airstrikes were launched by the North Atlantic Treaty Organization (NATO) against the Federal Republic of Yugoslavia and almost 1 million Kosovo Albanians fled their homes. Between March and June 1999 alone, more than 850,000 ethnic Albanians fled to other parts of the Federal Republic of Yugoslavia or to neighbouring countries, mainly to Albania and the former Yugoslav Republic of Macedonia.

89. The mass exodus from Kosovo was one of the most complex and intensely political refugee emergencies in history. Despite the difficulties of the situation, the humanitarian operation achieved its overriding objective, namely to ensure the security and meet the immediate life-sustaining needs of hundreds of thousands of refugees. Managing a crisis of this size in such a highly politicized context, however, was a major challenge, which initially overwhelmed the response capacity of the host Governments. The humanitarian challenges temporarily exceeded the capacities of UNHCR and its humanitarian partners. In the initial response to the exodus, UNHCR and humanitarian agencies were faced with resource shortfalls and equally serious problems of protection. Among these were the political difficulties in securing admission to safety, the practical problems of setting up enough camps rapidly and physical security problems.

90. In addition to the large-scale relief effort of civilian agencies, NATO's rapid logistical support proved vital to ensure refugee admission and to bring the humanitarian crisis under control. Other important

factors included Albania's liberal asylum policy; the generous hospitality extended by host families in Albania, the former Yugoslav Republic of Macedonia and Montenegro; and international burden-sharing through a humanitarian evacuation programme. Under this latter programme, implemented by UNHCR and IOM, some 90,000 refugees were assisted in moving from the former Yugoslav Republic of Macedonia to third countries on a temporary basis.

91. Major challenges resulted from the collaboration between humanitarian and military actors in responding to the crisis, especially with respect to maintaining the civilian and impartial nature of humanitarian action. It became widely recognized that the multiplicity of bilateral, independent responses to the crisis also undermined multilateral coordination of assistance.

92. In the three months after the establishment of the United Nations Interim Administration Mission in Kosovo (UNMIK) by Security Council resolution 1244 (1999), the majority of the recently-displaced refugees returned to Kosovo, almost as swiftly and dramatically as they had fled. UNHCR quickly transformed its programme from a major international refugee relief operation into an equally ambitious repatriation and reintegration effort, including a major emergency shelter programme for the hundreds of thousands who returned ahead of winter. Despite the logistical difficulties that hampered the humanitarian effort, including bottlenecks at the border between the former Yugoslav Republic of Macedonia and Kosovo, the programme met its basic objectives and a humanitarian crisis during the winter was avoided.

93. An exodus of non-Albanians regrettably resulted from the massive return of refugees to Kosovo. The overall situation for minorities in the province continued to be precarious. Despite the best efforts of UNMIK and the Kosovo Force (KFOR), without which the situation would have been far worse, there was a climate of violence and impunity, as well as widespread discrimination, harassment and intimidation directed against non-Albanians. This led to the departure of hundreds of thousands of non-Albanians from Kosovo, mainly to other parts of the Federal Republic of Yugoslavia. This remains a major concern and preoccupation for all humanitarian agencies in Kosovo, and is the focus for humanitarian programmes in the year 2000.

94. 1999 was the fourth year of peace in Bosnia and Herzegovina and Croatia. Despite sustained efforts to promote return and reconciliation, the number of refugees and internally displaced persons in and from the region remained high. Political, legal and economic factors continued to impede returns. The homes of the great majority of those still displaced were located in areas in which the prospective returnees would be part of a minority community. In many cases, authorities at all levels failed to translate into action their declared commitments to find solutions for the displaced. During the second half of the year, while many political, legal, administrative and economic obstacles remained in place, some encouraging progress on returns was achieved. In Bosnia and Herzegovina, there was a steady increase of minority returns to areas considered to be particularly difficult. Returns to and within Croatia numbered some 100,000, out of which there were over 30,000 registered returns in 1999 alone. UNHCR played a catalytic role in establishing special return projects for Bosnia and Herzegovina and for Croatia under the framework established by the Stability Pact for South-Eastern Europe in 1999.

95. During the course of the year, UNHCR's regional strategies were reviewed in two meetings of the High-level Working Group of the Peace Implementation Council. In April 1999, the High-level Working Group focused on the international response to the Kosovo refugee emergency. The December 1999 meeting focussed on the need for renewed efforts to find solutions to displacement under the Dayton Agreement. UNHCR presented an updated regional plan of action which took into consideration both changes in the environment necessary for durable solutions and the creation of the Stability Pact for South-Eastern Europe. It presented UNHCR's returned-related projects and the linked reconstruction needs and it highlighted the need for return viability to be strengthened through socio-economic development activities targeting job creation and self-sufficiency.

96. UNHCR continued to remain actively engaged in emergency preparedness response activities with regard to potential areas of population displacement in the region, such as Montenegro, the Sandjak and southern Serbia in the Federal Republic of Yugoslavia.

F. Regional developments in Central Asia, South-West Asia, North Africa and the Middle East

Persons of concern to UNHCR in the region (based on table 3 of the present report and UNHCR's regional Bureau structure)

	Central Asia, South-West Asia, North Africa and the Middle East
Refugees	3 482 800
Asylum-seekers	22 800
Returned refugees	434 300
Internally displaced	264 200
Returned internally displaced	10 000
Various other groups	175 600
Total population of concern	**4 389 700**

Total expenditure in the region (US$) (based on table 1 of the present report)

Emergency assistance	-
Care and maintenance	41 041 100
Voluntary repatriation	18 273 600
Local settlement	11 821 400
Resettlement	860 800
Administrative support	4 088 100
Overall total	**76 084 800**

97. In the absence of comprehensive solutions for the larger refugee problems in the region, in 1999 UNHCR continued to promote, facilitate and implement durable solutions wherever feasible while providing protection and care and maintenance assistance in the countries of asylum in the region. The region is characterized by some of the longest standing and largest refugee situations in the world, produced by internal conflicts for which solutions remained extremely elusive.

98. UNHCR's main operation in Central Asia was the repatriation of Tajik refugees from Turkmenistan and Kyrgyzstan. In 1999, 4,670 Tajik refugees in these countries returned home. In addition, UNHCR successfully pursued its strategy to establish, support and maintain national institutional capacity and legal frameworks to protect and assist refugees in the region. Of the five Central Asian States, four have already acceded to the 1951 Convention relating to the Status of Refugees and have some form of national refugee legislation and administration.

99. In South-West Asia, despite the lack of political settlement and general peace in Afghanistan, more than 160,000 Afghan refugees returned home in 1999. However, the vast majority of the 2.6 million Afghan refugees remaining in Pakistan and the Islamic Republic of Iran are not likely to return to Afghanistan in the near term. Greater peace, internal stability and increased development activities which would generate conditions conducive to re-establishing communities, economic opportunities and other aspects of normal life inside the country are needed. On the positive side, in mid-February 2000, UNHCR and the Government of the Islamic Republic of Iran agreed to a joint programme to facilitate voluntary repatriation of all undocumented Afghan nationals in the Islamic Republic of Iran, while offering those who cannot return the possibility of receiving protection and assistance in the Islamic Republic of Iran.

100. In North Africa, pending the implementation of a durable solution for the Saharan refugees, UNHCR continues to ensure its protection role and provide needed care and maintenance assistance to the refugees. Efforts are being made with the concerned authorities to take a new approach to this programme by prioritizing the needs of the refugees that cannot be met through other sources. The present mandate of the United Nations Mission for the Referendum in Western Sahara (MINURSO) was extended until 31 May 2000 to allow for further discussions to identify workable solutions to the Western Sahara conflict. Pending a workable solution agreed upon by the parties, UNHCR will continue to monitor developments and revise its preparatory activities and plans to adjust to the pace of the ongoing political process.

101. UNHCR protected and assisted some 132,000 refugees in the Middle East in 1999. For the most part, the refugees in the region live in urban settings, although there are also camp based refugee populations in Iraq, the Syrian Arab Republic and Saudi Arabia. During 1999, UNHCR made a major effort to strengthen its refugee status determination and resettlement processing capacities in the region. This resulted in enhanced protection, more opportunities for durable solutions for eligible refugees and reduced the frequency of irregular movements of asylum-seekers in the region. As a result, in 1999 nearly 5,500 refugees were resettled in third countries from the Middle East

and some 17,000 refugees returned home. In addition, UNHCR continued to develop and broaden its relationship with Governments, universities, foundations, national NGOs and other institutions, with a view to promoting refugee law, supporting accession to the 1951 Convention and strengthening national institutions to more effectively manage the protection and assistance of asylum-seekers and refugees in the region.

Chapter IV
Programme themes and priorities

A. Refugee women

102. UNHCR continued to implement a targeted strategy for the advancement of refugee women and the mainstreaming of a gender equality perspective. Particular emphasis was placed on mainstreaming activities in the Division of Operational Support and throughout the new operations management system that governs the development, planning and implementation of UNHCR's programmes. A gender equality perspective was integrated in several key training packages, field guidelines and checklists. In addition, the new project description format introduced in 1999 specifically required field staff to make reference to how each project would address the particular needs and rights of refugee women. UNHCR also commenced with the process of documenting good practices in the advancement of women and gender mainstreaming with the aim of replicating these in other field offices.

103. In the various regions, four Senior Regional Advisors for Refugee Women were put in place to coordinate the implementation of region specific strategies to promote gender equality and the advancement of refugee women. In Africa these activities included a project to prevent and respond to sexual and gender based violence targeting five sub-Saharan countries, reproductive rights awareness training campaigns to eliminate harmful traditional practices and gender sensitive mine awareness training. In Eastern Europe and Central Asia, strategic frameworks for gender mainstreaming and gender sensitive performance indicators were developed. In addition, income-generation for urban refugee women took place and rights awareness seminars on issues such as domestic violence and human rights were held. In Mexico, migratory documents were provided to both women and men refugees and legislative reforms relating land ownership by women refugees was adopted. In the Middle East, health programmes for women, education for girls, rights awareness training and microcredit schemes for women remained priorities.

104. The Department of International Protection also invested significant time in promoting gender sensitive asylum procedures in countries of asylum. These activities included training and support to Governments and NGOs. In addition, inter-agency cooperation was promoted as an important means of implementing a strong and unified approach to ensuring gender equality and the rights of refugee women.

B. Refugee children and adolescents

105. In 1999, UNHCR activities relating to refugee children and adolescents, including those of concern to the Office, continued to address a range of issues. UNHCR's increasingly concerted follow-up to the United Nations study on the impact of armed conflict on children (the Machel Study)[6] improved its response in particular areas of concern. Moreover, progress was achieved in relation to the Action for the Rights of Children (ARC) training and capacity-building project, a collaborative effort initiated by UNHCR and the Save the Children Alliance in 1997, which was extended to include UNICEF and the Office of the United Nations High Commissioner for Human Rights in 1999.

106. Inter-agency coordination and cooperation with NGOs was actively pursued through a number of initiatives. These included the continued implementation of the ARC project, the joint UNHCR and Save the Children Alliance Separated Children in Europe Programme, UNHCR's participation in forums such as the Inter-Agency Group on Separated Children and through the Office's support for a study entitled *Untapped Potential: Adolescents Affected by Armed Conflict*, undertaken by the Women's Commission for Refugee Women and Children.

107. UNHCR's activities benefited considerably from the continued presence of four Regional Policy Officers for Refugee Children, responsible for the promotion and strategic reorientation in their respective geographical regions of UNHCR's protection and programming on behalf of refugee children and

adolescents. Under the Separated Children in Europe Programme, an additional Senior Regional Policy Officer was appointed in September 1999.

108. UNHCR's strategy for the immediate future, which was submitted to the Executive Committee in March 2000, aims to address a number of critical issues relating to refugee children through:

(a) The prioritization the Office's concerns related to children, namely separated children, adolescents and education;

(b) A strengthened focus on mainstreaming children's issues into UNHCR's overall protection and assistance activities, as well as into those of implementing partners;

(c) An increased emphasis on an inter-agency approach and collaboration with NGOs to address issues of common interest and concern.

C. Elderly refugees

109. The International Year of Older Persons, which was marked in 1999, provided UNHCR with an opportunity to re-examine its approaches to the mental and physical needs of elderly refugees and other older persons of concern to the Office. UNHCR also published a range of materials featuring the global situation of older refugees. UNHCR and the Humanitarian Office of the European Community jointly commissioned a study on the elderly in refugee emergencies undertaken by HelpAge International, *The Ageing World and Humanitarian Crises*, which covered all sectors, from health to shelter. In 1999, UNHCR also formulated a policy on older refugees, which was endorsed by the Standing Committee in February 2000.

D. Environment

110. Putting its 1996 Environmental Guidelines into practice through tailor-made demonstration projects continued to be a major focus of UNHCR's environmental activities in 1999. Projects of this nature were designed and supported in Afghanistan (environmental protection and management), Djibouti (gender and environment), Liberia (strengthening environmental issues), the Sudan (community integration) and Zimbabwe (permaculture). Other projects continued to provide essential support to natural resource management initiatives; forest-related activities; promotion of energy saving devices and practices; environmental education; data collection and analysis; and environmental mapping. Overall, more than 30 projects were supported in 25 countries in 1999.

111. Responding to the need for improved monitoring of its environmental activities, UNHCR launched a three-year project to develop appropriate methods for carrying out environmental assessments and monitoring in different phases of refugee operations and in different environmental situations. The project brings together a combination of practical and sophisticated tools, which range from simple participatory appraisals to using remote sensing satellite images. Focused primarily on Guinea and Uganda, preliminary outputs will be tested extensively in other countries. Expected outputs are a tool-kit for UNHCR staff and implementing agencies (comprised of checklists, indicators and guidelines for implementation), functional databases to facilitate data analysis and interpretation, and a specially designed training component for end-users.

112. Three regional training workshops were held in 1999: New Delhi (for South Asia), Johannesburg (for Southern Africa) and Nairobi (for the Great Lakes region). With input from previous training events and feedback from the field, the training manual, *Environmental Management within Refugee Operations*, has been revised and is to be translated into French in 2000.

E. Humanitarian assistance and long-term development

113. The search for durable solutions in a post-conflict society has often been hampered by institutional and funding gaps. Therefore, UNHCR has engaged in more intensive dialogue with international development and financial actors, as well as within the United Nations system in the context of the Inter-Agency Standing Committee.

114. To address the issue, a round table on the gap between humanitarian assistance and long-term development was convened in January 1999 by the Brookings Institution in Washington, D.C. It was co-sponsored by UNHCR and the World Bank and initiated what has become known as "the Brookings

Process". A second meeting of the round table took place in July 1999 in Paris. This led to the establishment of a core Brookings secretariat, comprising UNDP, UNHCR and the World Bank. The first follow-up meeting at the secretariat level was convened in November 1999 in Washington, D.C.

115. The objective of the Brookings Process is to address, in particular, the problems of institutional and funding gaps in an inclusive manner, that is through the early establishment of a voluntary loose knit coalition for conflict stability. This coalition would:

(a) Galvanize political support to overcome these gaps, especially in low donor interest situations;

(b) Serve as a mechanism to avoid duplication of effort;

(c) Breathe new life into existing structures for assessment, planning and financing;

(d) Ensure the early involvement of key actors, in particular the development partners, in the post-conflict reintegration and recovery process.

116. Specifically the process calls for establishing a broad based "coalition of the willing" consisting of a network of humanitarian and development agencies, inter-governmental, governmental and non-governmental donors and recipient countries interested in and committed to support action in favour of societies emerging from conflict.

117. The Brookings secretariat will facilitate follow-up actions, including the implementation of the selected partnership initiatives. The two identified partnership initiatives to pilot the process are the Great Lakes region of Africa, with focus on Burundi, and the West African region, with focus on Sierra Leone. Due to the security situation in Burundi in the autumn of 1999 the focus has been on the latter initiatives. This translated into a joint high-level mission to West Africa in early February 2000. The mission identified five gaps in the sub-region that need to be addressed within the framework of the Brookings process. The gaps comprised political will, reintegration, communication and governance, subregional dimension and resources and partnering.

118. Within UNHCR, the Deputy High Commissioner convened a working group with the aim of building a stronger institutional approach, while capitalizing on the wealth of staff experience. The purpose was to identify new areas where a promising political or social opening/change, existing reliable partners on ground or new programmatic ideas could advance the opportunity for piloting the Brookings Process. Furthermore, a Brookings Process Intranet site has been developed to ensure that the flow of information is open and fast.

Chapter V
Budget and financing of operational activities

119. UNHCR's initial budget for 1999, as approved by the Executive Committee, was US$ 915 million (10 per cent lower than in 1998), continuing the trend of the past three years of decreasing budget levels. Of this amount, US$ 413 million was for General Programmes and US$ 482 million was for Special Programmes. The year was characterized, on the one hand, by considerably increased needs to respond to three successive emergencies (Kosovo, East Timor and the northern Caucasus) and, on the other hand, by budget reductions due to funding shortfalls in several other General and Special Programmes, particularly in Africa. In the course of the year, the overall requirements increased to US$ 1,183.7 million, due mainly to the emergency in Kosovo. Total contributions reached US$ 911.6 million, an increase of US$ 142.6 million as compared with 1998.

120. Despite the fact that the initial budget was US$ 27 million lower than in 1998 and that some donors increased their contributions, the General Programmes once again faced a funding shortfall. The Office was required to borrow US$ 7.5 million from the Working Capital and Guarantee Fund to maintain the Emergency Fund at its statutory level and to finance the annual programme for 2000 pending receipt of anticipated contributions. Contributions to General Programmes were US$ 326.9 million, compared with US$ 327.4 in 1998. The funding shortfall forced the Office to exercise tight control over obligations and to restrict or cancel a number of non-life-saving activities in the field and at headquarters. Limited recourse to the Programme Reserve and the Voluntary Repatriation Fund also helped to match budgets with income.

121. The initial needs for Special Programmes were revised upwards in the course of the year to US$ 770.7 million, due primarily to the Kosovo emergency, which had erupted in March, and to small increased needs in

Africa and Asia. Some individual programmes, however, started 1999 with very little carry-over and received only partial funding, resulting in the need to continually readjust operational budgets and programme implementation. As in 1998, programmes particularly affected were repatriation/rehabilitation programmes in West Africa, Rwanda, the Great Lakes region of Africa and Liberia. The programmes for the countries of the Commonwealth of Independent States, the Horn of Africa and south-eastern Europe also received insufficient funding to cover planned activities. Against the revised target, US$ 584.7 million was received during the year.

122. To ensure early, predictable, adequate and flexible funding, the Office continued informal consultations on the introduction, from 1 January 2000, of a unified budget structure and on pledging mechanisms. One major donor set an example by announcing its country's entire contribution for 1999 at the beginning of the year. UNHCR also published its first Global Report (covering the 1998 programme year), providing comprehensive documentation for donors and others on the implementation of programmes, the achievement of their objectives and financial reporting.

123. A promising development was the increased contributions generated from private and corporate sources. These reached US$ 31.8 million, nearly three times more than in 1998. While this was, to a large extent, in response to the events in south-eastern Europe, it also reflected a determined effort by the Office to tap new resources.

124. For 2000, the Executive Committee endorsed a (unified) annual programme budget of US$ 933.5 million. By 31 December 1999, total needs had increased to US$ 965.2 million through the addition of Supplementary Programmes for Sierra Leonean refugees and for the situation in East Timor.

Chapter VI
Oversight and evaluation

A. Inspector-General's Office

125. In 1999, inspections were conducted of UNHCR operations in 11 countries in Africa, Asia, Europe and North America. In addition, the Inspector-General's Office assisted in the establishment of the new regional management structures in Africa and completed the review of the role of the country desk officer at headquarters. In the first quarter of 2000, inspections were conducted of UNHCR operations in five countries in Africa, Asia and Europe.

126. Inspection procedures were revised in the second half of 1999. An important aim of the revision was to produce more focused inspection reports more quickly and to reduce the period between inspection and final closure of the file.

127. A number of investigations were conducted directly by staff of the Inspector-General's Office. The focal point function for all investigations was reinforced with the filling of the new post of Investigation Coordinator in the last quarter of 1999.

128. Staff of the Inspector-General's Office undertook training with a government diplomatic inspection service and participated in the first United Nations Investigators' Conference, organized by OIOS in September 1999.

129. A bilingual leaflet was produced describing the functions of the Inspector-General's Office and how staff should report any situation or incident that may warrant investigation.

B. Evaluation and policy analysis

130. In 1999, substantial changes were made to the central evaluation function in UNHCR. Following a review of the function sponsored by the Canadian Government, a new Evaluation and Policy Analysis Unit was created in the first half of 1999. To maximize the impact of the new unit, it was located within the Department of Operations, reporting directly to the Assistant High Commissioner. The creation of the new unit, which became fully functional in the third quarter of 1999, enabled two additional professional posts and an expanded consultancy budget to be dedicated to the central evaluation function.

131. The Evaluation and Policy Analysis Unit is committed to the systematic examination and assessment of UNHCR projects, programmes, practices and policies. The unit also promotes rigorous research on policy issues related to the work of UNHCR. Its mission statement and activities are guided by the four fundamental principles of transparency, independence, consultation and relevance.

132. UNHCR's new evaluation policy formed the basis of the unit's primary undertaking in the period under review, the management of an independent evaluation of the Office's performance in the Kosovo refugee crisis. Carried out by a team of consultants, the evaluation was initiated in June 1999 and published in February 2000, when it was discussed by the Standing Committee of the Executive Committee. The new evaluation unit has also initiated a number of other reviews, covering issues such as UNHCR activities on behalf of internally displaced people; policy on refugees in urban areas; role in ensuring the security of refugee-populated areas; role in strengthening local NGOs; and role in relation to the problem of statelessness.

Chapter VII
Cooperation/coordination

A. Cooperation with intergovernmental organizations

133. Within overall cooperation agreements, UNHCR concluded global or country-specific agreements with partner organizations. They included an agreement with IOM in Croatia to address issues related to Bosnian and Croatian refugees in several countries in the Balkans. An annual meeting was also held with IOM, during which advances made and constraints faced in the implementation of the memorandum of understanding with UNHCR were reviewed. The gathering also served to address difficulties encountered in the operationalization of cooperation in the field. Furthermore, UNHCR signed an agreement with the International Association of Refugee Law Judges to jointly promote and encourage national systems for the identification, treatment and protection of asylum-seekers.

134. After a careful review of progress made in their implementation, some cooperation agreements were modified and/or renewed. The framework for cooperation signed in 1998 with the World Bank was complemented by an agreement further defining the staff exchange programme. As a result, a World Bank senior official was seconded to the UNHCR office in Bogotá to assist in the implementation of the UNHCR programme in favour of Colombian internally displaced persons. UNHCR's work in this country was also the subject of a memorandum of understanding signed with the Colombian Government.

135. Secondments and staffing were the subject of three other cooperation agreements signed in 1999 with international organizations, NGOs and government agencies. A memorandum of understanding was signed with the International Organization of La Francophonie, whereby the latter will fund, recruit and deploy Junior Professional Officers from francophone countries and other members of the International Organization. Emergency staffing and other stand by arrangements were the subject of cooperation agreements signed with two international NGOs (the Danish and Norwegian Refugee Councils) and the Russian state entity for civil defence, emergency response and disaster mitigation (EMERCON).

136. The implementation of cooperation agreements with key operational partners were periodically reviewed through annual meetings. Although no global cooperation agreement has been signed with the International Committee of the Red Cross (ICRC), annual meetings are held to review specific issues of situations. The 1999 meeting addressed the issues of operating principles in large-scale humanitarian crises and the relationship between humanitarian, political and military actors. These themes were discussed against the background of the Kosovo crisis.

137. The overall issue of cooperation agreements has been the subject of internal discussions within UNHCR throughout 1999. Since 1952, more than 85 cooperation agreements have been signed under 16 different titles (memorandums of understanding being the most common one). These agreements are global, regional or national in coverage; general or issue-specific in nature; and are intended to provide policy guidance for inter-agency cooperation. As a result of these discussions, an internal process is currently under way to improve the use and efficacy of these cooperation agreements, as well as to rationalize the signing of future ones.

B. Coordination with other members of the United Nations system

138. During the reporting period, UNHCR continued to strengthen cooperation and coordination with other United Nations agencies, funds and programmes, both bilaterally and within inter-agency forums. This

process included the refinement of UNHCR policies concerning inter-agency cooperation and coordination, a more active participation in inter-agency forums and the implementation of joint ventures with key partners. Cooperation with the World Food Programme (WFP) in the Federal Republic of Yugoslavia was streamlined through an agreement concerning the storage, transport and distribution of food for internally displaced persons who had left Kosovo for Serbia and Montenegro. The annual meeting between UNHCR and WFP further addressed issues of cooperation and the implementation of programmes in the field.

139. UNHCR has also been following up on issues of system-wide importance, such as the Resident Coordinator system, common country assessments and the United Nations Development Assistance Framework (UNDAF). In this connection, guidelines to the field were issued concerning UNHCR participation in the Resident Coordinator system and the potential of inter-agency development management tools such as common country assessments and UNDAF for the strengthening of humanitarian programmes and for addressing the issue of the "gap" from relief to development.

C. Relations with non-governmental organizations

140. UNHCR continued to promote the UNHCR/NGO Partnership in Action process, aimed at enhancing the cooperation and coordination of activities in favour of refugees, including through meetings on specific issues, as well as the three-day annual pre-Executive Committee UNHCR/NGO consultations. A total of 175 NGOs, including the regional focal points and southern NGOs, attended the pre-Executive Committee consultations in 1999. The agenda included a general discussion between NGOs and the High Commissioner. A significant number of NGOs attended the Standing Committee meetings during 1999 as observers.

141. Regional meetings on the Partnership in Action for national NGOs took place during the year, in Sri Lanka and Argentina. UNHCR/NGO regional recommendations were drawn up at these meetings. Throughout the year NGO staff members worldwide benefited from UNHCR sponsored training. Training included international protection, emergency management, programme management, security awareness and resettlement. The Framework Agreement on Operational Partnership was finalized and presented to the pre-Executive Committee consultations with NGOs and received positive approval.

142. Towards the end of 1999 a review of the Partnership in Action process and the Oslo Declaration was finalized and included a plan of action 2000. The plan calls for regional meetings involving national NGOs, which will take place during 2000 in Central Asia, the Balkans, North Africa, Central Africa and Asia. A recommendation to train NGO coordinators to be on stand by for emergencies was included in the plan. An interactive Partnership in Action web site will also be established.

Notes

[1] A/AC.96/914.

[2] A/AC.96/928, para. 20.

[3] Resolution 50/152.

[4] Conclusions Nos. 68 (XLIII) of 1992, A/AC.96/804, para. 21; 71 (XLIV) of 1993, A/AC.96/821, para. 19; 74 (XLV) of 1994, A/AC.96/839, para. 19; 77 (XLVI) of 1995, A/AC.96/860, para. 19; 79 (XLVII) of 1996, A/AC.96/878, para. 21; 81 (XLVIII) of 1997, A/AC.96/895, para. 18; and 82 (XLVIII) of 1997, A/AC.96/895, para. 19.

[5] A/AC.96/928, para. 21.

[6] A/51/306 and Add.1.

Table 1
UNHCR expenditure in 1999 by regional bureau/country and types of assistance activity
(All sources of funds — in thousands of United States dollars)

Regional bureau/country	*Type of assistance*						*Total*
	Emergency assistance	*Care and maintenance*	*Voluntary repatriation*	*Local settlement*	*Resettlement*	*Administrative support*	
1 Central and West Africa							
Benin	-	1 248.9	-	167.9	-	78.0	1 494.8
Central African Republic	-	1 666.7	180.6	1 382.7	-	26.0	3 256.0
Côte d'Ivoire	-	7 415.8	2 519.2	608.6	-	349.6	10 893.2
Ghana	-	556.0	90.0	538.5	-	103.3	1 287.8
Guinea	1 110.0	25 937.6	3 066.7	141.0	-	703.0	30 958.3
Liberia	-	6 382.8	13 270.4	382.7	-	1 016.6	21 052.5
Mali	-	178.2	2 189.5	97.0	-	94.4	2 559.1
Nigeria	-	857.9	94.9	30.1	-	220.2	1 203.1
Regional Director for West and Central Africa (Côte d'Ivoire)	-	1 285.6	12.9	-	-	712.7	2 011.2
Senegal	-	871.3	-	526.6	-	359.5	1 757.4
Sierra Leone	-	914.7	461.7	17.2	-	50.3	1 443.9
Other countries in West Africa	15.9	886.2	535.7	1 231.0	54.6	19.8	2 743.2
Other countries	1 734.1	206.0	776.7	1 623.4	-	54.4	4 394.6
Subtotal (1)	**2 860.0**	**48 407.7**	**23 198.3**	**6 746.7**	**54.6**	**3 787.8**	**85 055.1**
2 East and Horn of Africa and the Great Lakes region							
Burundi	-	85.0	9 119.9	-	-	319.1	9 524.0
Democratic Republic of the Congo	-	4 682.1	7 509.0	6 591.4	-	1 002.3	19 784.8
Djibouti	-	2 025.2	193.8	-	-	304.5	2 523.5
Eritrea	-	746.4	289.7	-	-	45.5	1 081.6
Ethiopia	-	11 116.0	3 929.1	5 005.9	220.0	1 121.9	21 392.9
Kenya	-	17 092.5	2 858.7	36.7	385.6	3 160.9	23 534.4
Regional Director for East and Horn of Africa (Ethiopia)	-	411.0	84.8	-	-	206.2	702.0
Rwanda	-	5 995.5	19 760.9	-	-	988.5	26 744.9
Somalia	-	-	6 126.1	44.8	-	-	6 170.9
Sudan	-	3 808.6	599.6	4 771.6	12.9	1 005.9	10 198.6
Uganda	-	1 219.8	250.2	16 408.9	-	656.1	18 535.0
United Republic of Tanzania	2 355.0	19 555.4	8 635.2	130.4	-	695.0	31 371.0
Other countries	-	9 867.0	1 155.2	3 325.2	-	23.5	14 370.9
Subtotal (2)	**2 355.0**	**76 604.5**	**60 512.2**	**36 314.9**	**618.5**	**9 529.4**	**185 934.5**

Regional bureau country	Type of assistance: Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Administrative support	Total
3. Southern Africa							
Angola	-	911.9	1 759.7	316.0	-	722.4	3 710.0
Botswana	-	1 004.6	-	-	-	-	1 004.6
Malawi	-	805.5	-	100.0	-	17.3	922.8
Mozambique	-	161.7	-	353.1	-	46.7	561.5
Namibia	-	2 142.4	-	-	-	37.2	2 179.6
Regional Director for Southern Africa	-	947.9	-	-	-	368.4	1 316.3
South Africa	-	926.5	182.0	1 765.1	-	684.2	3 557.8
Zambia	3 302.2	1 414.7	-	1 572.0	-	287.3	6 576.2
Zimbabwe	-	126.1	-	577.0	-	37.5	740.6
Other countries in Southern Africa	-	351.0	-	250.0	-	21.0	622.0
Subtotal (3)	**3 302.2**	**8 792.3**	**1 941.7**	**4 933.2**	**-**	**2 222.0**	**21 191.4**
Total Africa (1-3)	**8 517.2**	**133 804.5**	**85 652.2**	**47 994.8**	**673.1**	**15 539.2**	**292 181.0**
4. Asia and the Pacific							
Australia and New Zealand	193.9	812.1	-	12.5	-	178.5	1 197.0
Bangladesh	-	687.5	2 335.9	-	-	214.6	3 238.0
Cambodia	-	110.2	4 178.2	-	-	253.7	4 542.1
China	25.0	1 702.5	-	1 843.2	-	216.3	3 787.0
India	-	2 144.9	355.7	-	-	177.9	2 678.5
Japan	-	2 348.5	-	726.7	-	346.9	3 422.1
Lao People's Democratic Republic	-	-	-	1 677.3	-	113.5	1 790.8
Myanmar	-	-	8 180.6	-	-	489.7	8 670.3
Nepal	-	4 790.3	-	371.8	-	260.3	5 422.4
Sri Lanka	-	38.3	6 158.1	-	-	387.9	6 584.3
Thailand	-	3 019.6	3 545.7	-	73.0	648.9	7 287.2
Other countries	26 599.1	1 874.2	-	714.5	-	441.4	29 629.2
Subtotal (4)	**26 818.0**	**17 528.1**	**24 754.2**	**5 346.0**	**73.0**	**3 729.6**	**78 248.9**
5. Europe							
Armenia	-	65.0	-	2 875.8	-	200.0	3 140.8
Austria	-	448.0	-	1 009.8	-	89.7	1 547.5
Azerbaijan	-	50.0	-	5 776.6	-	370.5	6 197.1
Belgium	-	-	-	1 741.7	-	108.2	1 849.9
France	-	-	-	2 155.1	-	96.0	2 251.1
Georgia	-	5 756.4	-	-	-	765.1	6 521.5

Regional bureau/country	Type of assistance: Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Administrative support	Total
Germany	-	-	-	2 190.7	-	234.3	2 425.0
Greece	-	-	-	1 675.9	-	53.9	1 729.8
Hungary	-	1 144.6	-	-	-	25.5	1 170.1
Italy	-	-	-	2 069.7	-	336.2	2 405.9
Romania	-	681.0	-	329.0	-	35.3	1 045.3
Russian Federation	8 000.0	12 165.3	122.6	-	-	773.6	21 061.5
Slovenia	-	520.5	-	1 083.9	-	103.5	1 707.9
Spain	-	-	-	1 026.5	-	68.3	1 094.8
Sweden	-	-	-	1 135.1	-	130.1	1 265.2
Turkey	58.9	4 258.1	5.0	134.0	453.6	496.5	5 406.1
Ukraine	-	2 518.5	-	1 200.0	-	145.7	3 864.2
United Kingdom	-	-	-	1 682.0	-	106.8	1 788.8
Northern Europe and Baltic Countries	-	595.1	-	-	-	106.5	701.6
Other countries of the Commonwealth of Independent States in Europe	-	1 427.8	-	120.0	-	145.2	1 693.0
Other countries in Central Europe	-	991.0	-	2 832.6	-	133.9	3 957.5
Other countries in Western Europe	-	878.4	-	1 134.0	-	70.3	2 082.7
Subtotal (5)	**8 058.9**	**31 499.7**	**127.6**	**30 172.4**	**453.6**	**4 595.1**	**74 907.3**
6 South-Eastern Europe							
Albania	57 035.0	6 196.5	-	-	-	838.2	64 069.7
Bosnia and Herzegovina	-	22 620.8	31 309.3	-	-	2 708.4	56 638.5
Croatia	-	16 069.4	-	-	-	1 821.9	17 891.3
The former Yugoslav Republic of Macedonia	35 102.5	6 310.8	-	-	-	715.9	42 129.2
Yugoslavia (Federal Republic of)	2 047.5	101 270.0	-	25 654.2	612.2	1 105.5	130 689.4
Other countries in Europe	50 699.1	228.1	-	-	-	-	50 927.2
Subtotal (6)	**144 884.1**	**152 695.6**	**31 309.3**	**25 654.2**	**612.2**	**7 189.9**	**362 345.3**
Total Europe (5-6)	**152 943.0**	**184 195.3**	**31 436.9**	**55 826.6**	**1 065.8**	**11 785.0**	**437 252.6**
7 The Americas							
Argentina	-	-	-	980.7	-	313.3	1 294.0
Canada	-	-	-	852.5	-	54.7	907.2
Guatemala	-	-	1 634.5	137.8	-	174.4	1 946.7
Mexico	-	951.8	466.9	7 289.6	-	464.4	9 172.7
United States	-	-	-	4 074.8	-	292.5	4 367.3

Regional bureau/country	Type of assistance: Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Administrative support	Total
Venezuela	30.0	1 348.6	-	-	-	237.0	1 615.6
Northern South America and the Caribbean	43.1	90.9	22.2	1 900.0	-	0.6	2 056.8
Other countries in Central America	-	-	106.9	2 217.8	-	116.7	2 441.4
Southern South America	-	332.7	227.9	2 061.7	-	-	2 622.3
Subtotal (7)	**73.1**	**2 724.6**	**2 458.4**	**19 514.9**	**-**	**1 653.6**	**26 424.8**
8 Central Asia, South-West Asia, North Africa and the Middle East							
Afghanistan	-	-	5 489.6	100.0	-	219.7	5 809.3
Algeria	-	3 293.6	1 266.6	-	-	43.5	4 603.7
Egypt	-	3 567.1	-	92.6	191.3	336.4	4 187.4
Iran (Islamic Republic of)	-	-	5 113.6	11 226.3	16.5	552.6	16 909.0
Iraq	-	2 536.0	67.5	-	123.1	367.0	3 093.6
Jordan	-	1 562.4	-	-	112.7	88.1	1 763.2
Kazakhstan	-	690.5	85.0	-	-	76.1	851.6
Kyrgyzstan	-	1 373.7	250.1	-	-	123.7	1 747.5
Lebanon	-	2 429.3	-	-	183.2	129.5	2 742.0
Libyan Arab Jamahiriya	-	1 229.0	-	-	-	-	1 229.0
Pakistan	-	12 927.7	2 503.7	-	12.9	966.5	16 410.8
Saudi Arabia	-	1 162.2	-	-	0.7	90.4	1 253.3
Syrian Arab Republic	-	2 353.8	0.5	-	184.2	92.7	2 631.2
Tajikistan	-	954.8	2 312.0	106.4	-	439.9	5 813.1
Turkmenistan	-	630.9	147.6	-	-	78.3	857.3
Uzbekistan	-	1 288.9	-	-	-	198.7	1 487.6
Western Sahara Territory	-	-	768.4	-	-	-	768.4
Yemen	-	3 384.2	-	-	-	99.8	3 484.0
Other countries in North Africa	-	514.1	244.0	-	-	133.7	891.8
Other countries in the Middle East	-	1 142.9	25.0	296.1	36.0	51.0	1 551.0
Subtotal (8)	**-**	**41 041.1**	**18 273.6**	**11 821.4**	**860.6**	**4 088.1**	**76 084.8**
9 Other programmes and headquarters	5 564.1	36 944.1	5 290.6	9 471.6	3 146.7	51 003.6	111 420.7
Subtotal (9)	**5 564.1**	**36 944.1**	**5 290.6**	**9 471.6**	**3 146.7**	**51 003.6**	**111 420.7**
Total (1-9)	**193 915.4**	**416 237.1**	**167 865.9**	**149 975.3**	**5 819.2**	**87 799.1**	**1 021 612.0**

Regional Bureau country	Type of assistance: Emergency assistance	Care and maintenance	Voluntary repatriation	Local settlement	Resettlement	Administrative support	Total
Of which							
General Programmes	17 703.9	202 807.3	5 579.7	96 350.7	2 413.3	37 829.0	362 683.9
Special Programmes	176 211.5	213 429.8	162 286.2	53 624.6	3 405.9	49 970.1	658 928.1
Total voluntary funds	193 915.4	416 237.1	167 865.9	149 975.3	5 819.2	87 799.1	1 021 612.0
United Nations regular budget	-	-	-	-	-	23 259.2	23 259.2
Total	193 915.4	416 237.1	167 865.9	149 975.3	5 819.2	111 058.3	1 044 871.2

Table 2
Contributions to UNHCR assistance programmes 1999-2000 as at 31 March 2000
(In United States dollars)

General Programmes 1999	*Special Programmes 1999*	*Donor*	*Total 1999*	*Total 2000*
		A. Governments		
50 000		Algeria	50 000	50 000
	100 000	Andorra	100 000	
20 000		Argentina	20 000	
8 419 333	8 826 738	Australia	17 246 071	9 091 503
378 921	1 932 498	Austria	2 311 419	
	50 000	Bangladesh	50 000	
2 329 641	2 325 429	Belgium	4 655 070	100 393
1 500		Benin	1 500	2 500
	20 000	Brazil	20 000	
	100 000	Brunei Darussalam	100 000	
6 353 476	12 568 411	Canada	18 921 887	7 431 034
20 000		Chile	20 000	100 000
250 000	14 900	China	264 900	250 000
19 000		Colombia	19 000	
13 356		Costa Rica	13 356	1 176
5 322		Cyprus	5 322	
22 000	86 900	Czech Republic	108 900	
18 811 285	26 245 275	Denmark	45 056 560	16 564 372
7 543 988	7 150 410	Finland	14 694 398	100 628
3 907 988	6 602 461	France	10 510 449	459 645
8 738 097	13 705 711	Germany	22 443 808	8 624 638
5 000		Ghana	5 000	5 000
300 000		Greece	300 000	
10 000		Holy See	10 000	
30 000		Hungary	30 000	30 000
76 315	74 405	Iceland	150 720	
1 869 228	1 677 120	Ireland	3 546 348	564 864
45 000		Israel	45 000	
5 834 463	2 174 043	Italy	8 008 506	175 194
27 130 000	111 128 632	Japan	138 258 632	5 928 244
195 651		Kuwait	195 651	
34 722	167 785	Liechtenstein	202 507	30 488
159 588	1 788 971	Luxembourg	1 948 559	498 278
182		Madagascar	182	
20 000		Malaysia	20 000	20 000

General Programmes 1999	Special Programmes 1999	Donor	Total 1999	Total 2000
100 465		Mexico	100 465	100 000
8 820	81 801	Monaco	90 621	10 000
	50 050	Morocco	50 050	
23 338 570	21 198 630	Netherlands	44 537 200	22 142 889
801 975	824 948	New Zealand	1 626 923	658 530
35 294		Nigeria	35 294	
23 967 881	28 043 930	Norway	52 011 811	30 400 968
4 000		Oman	4 000	
2 000		Panama	2 000	
1 350	49 937	Philippines	51 287	
20 000	30 000	Poland	50 000	
225 000	700 000	Portugal	925 000	1 750 000
900 000	100 000	Republic of Korea	1 000 000	
11 849		Rwanda	11 849	
160 051		Saudi Arabia	160 051	
	50 000	Singapore	50 000	
620 659	75 888	South Africa	696 547	
2 203 379	2 084 255	Spain	4 287 634	127 999
4 780		Sri Lanka	4 780	
10 804 516	12 739 248	Switzerland	23 543 764	8 750 000
15 000	93 512	Thailand	108 512	15 000
29 272 848	17 115 652	Sweden	46 388 500	309 121
1 500		Bahamas	1 500	
4 202		Tunisia	4 202	
150 000		Turkey	150 000	150 000
54 000		United Arab Emirates	54 000	108 000
15 690 587	9 271 184	United Kingdom	24 961 771	11 694 116
118 131 547	174 722 531	United States	292 854 078	100 000 000
		Yemen		2 160
319 124 329	**463 971 255**	**Total**	**783 095 584**	**226 246 740**
		B. European Commission		
4 893 020	**89 354 144**	**Total**	**94 247 164**	**8 425 483**

General Programmes 1999	*Special Programmes 1999*	*Donor*	*Total 1999*	*Total 2000*
		C. Intergovernmental organizations		
	50 000	Arab Gulf Programme for United Nations Development Organizations	50 000	
	918 351	Council of Europe	918 351	
	95 523	International Organization of La Francophonie	95 523	
	1 063 874	**Total**	**1 063 874**	
		D. United Nations system		
144 977	**400 000**	**Total**	544 977	
		E. Non-governmental organizations and other donors		
2 777 190	29 894 733	**Total**	32 671 923	4 296 372
326 939 516	**584 684 006**	**Grand total**	911 623 522	238 968 595

Table 3
Indicative number of refugees and others of concern to UNHCR as at the end of 1999
(provisional data, subject to change)

Country/territory of asylum/residence	Refugees (1)	Asylum-seekers (2)	Returned refugees (3)	Others of concern (4)			Total population of concern
				Internally displaced persons	Returned internally displaced persons	Various	
Burundi	22 100	510	36 000	50 000	50 000	10 600	169 210
Djibouti	23 300	410	-	-	-	-	23 710
Eritrea	3 000	-	7 800	-	-	-	10 800
Ethiopia	257 700	2 000	14 700	-	-	-	274 400
Kenya	223 700	5 800	-	-	-	-	229 500
Malawi	1 700	1 300	-	-	-	-	3 000
Mozambique	220	1 200	-	-	-	-	1 420
Rwanda	34 400	1 800	49 100	-	626 100	-	711 400
Somalia	130	-	77 400	-	-	-	77 530
Uganda	218 200	180	1 200	-	-	-	219 580
United Republic of Tanzania	622 200	12 300	-	-	-	-	634 500
Zambia	206 400	180	-	-	-	-	206 580
Zimbabwe	2 000	40	-	-	-	-	2 040
Total, Eastern Africa	**1 615 050**	**25 720**	**186 200**	**50 000**	**676 100**	**10 600**	**2 563 670**
Angola	13 100	930	41 100	-	-	-	55 130
Cameroon	39 200	740	-	-	-	-	39 940
Central African Republic	49 300	1 300	-	-	-	-	50 600
Chad	23 500	570	2 300	-	-	-	26 370
Congo	39 900	220	77 200	-	-	-	117 320
Democratic Republic of the Congo	285 200	170	79 800	-	-	-	365 170
Gabon	15 100	2 100	-	-	-	-	17 200
Total, Middle Africa	**475 300**	**6 030**	**200 400**	**-**	**-**	**-**	**681 730**
Algeria	165 200	-	-	-	-	-	165 200
Egypt	6 600	4 600	-	-	-	-	11 200
Libyan Arab Jamahiriya	10 500	220	-	-	-	-	10 720
Morocco	900	-	-	-	-	-	900
Sudan	391 000	-	250	-	-	-	391 250
Tunisia	450	20	-	-	-	-	470
Total, Northern Africa	**574 650**	**4 840**	**250**	**-**	**-**	**-**	**579 740**
Botswana	1 300	180	-	-	-	-	1 480
Namibia	7 400	340	1 400	-	-	-	9 140
South Africa	14 500	17 300	-	-	-	-	31 800

	Others of concern (4)						
	Refugees (1)	*Asylum-seekers (2)*	*Returned refugees (3)*	*Internally displaced persons*	*Returned internally displaced persons*	*Various*	*Total population of concern*
Swaziland	620	50	-	-	-	-	670
Total, Southern Africa	**23 820**	**17 870**	**1 400**	**-**	**-**	**-**	**43 090**
Benin	3 700	1 600	-	-	-	-	5 300
Burkina Faso	680	280	-	-	-	-	960
Côte d'Ivoire	138 400	660	-	-	-	-	139 060
Gambia	17 200	-	-	-	-	-	17 200
Ghana	13 300	480	1 100	-	-	-	14 880
Guinea	501 500	430	-	-	-	-	501 930
Guinea-Bissau	7 100	-	5 300	-	265 000	-	277 400
Liberia	96 300	30	296 900	212 900	-	-	606 130
Mali	8 300	610	31 900	-	-	-	40 810
Mauritania	220	30	7 000	-	-	26 400	33 650
Niger	350	-	3 800	-	-	-	4 150
Nigeria	6 900	-	-	-	-	-	6 900
Senegal	21 500	2 100	430	-	-	-	24 030
Sierra Leone	6 600	30	198 100	500 000	-	-	704 730
Togo	12 100	280	-	-	-	-	12 380
Total, Western Africa	**834 150**	**6 530**	**544 530**	**712 900**	**265 000**	**26 400**	**2 389 510**
Total, Africa	**3 522 970**	**60 990**	**932 780**	**762 900**	**941 100**	**37 000**	**6 257 740**
China	293 300	10	-	-	-	-	293 310
Hong Kong, China	970	-	-	-	-	-	970
Japan (5)	4 200	300	-	-	-	-	4 500
Republic of Korea	10	10	-	-	-	-	20
Total, Eastern Asia	**298 480**	**320**	**-**	**-**	**-**	**-**	**298 800**
Afghanistan	-	10	359 800	258 600	10 000	-	628 410
Bangladesh	22 200	10	13 400	-	-	-	35 610
India	180 000	20	-	-	-	-	180 020
Iran (Islamic Republic of)	1 835 700	-	-	-	-	-	1 835 700
Kazakhstan	14 800	-	25 200	-	-	-	40 000
Kyrgyzstan	10 800	180	1 200	5 600	-	-	17 780
Nepal	127 900	20	-	-	-	-	127 920
Pakistan	1 202 000	460	-	-	-	-	1 202 460
Sri Lanka	20	-	160	612 500	-	-	612 680
Tajikistan	4 500	2 200	8 400	-	-	-	15 100
Turkmenistan	18 500	820	-	-	-	-	19 320

Person and country or territory of asylum or residence	Refugees (1)	Asylum-seekers (2)	Returned refugees (3)	Internally displaced persons	Returned internally displaced persons	Others	Total
Uzbekistan	1 000	260	-	-	-	-	1 260
Total, South-Central Asia	**3 417 420**	**3 980**	**408 160**	**876 700**	**10 000**		4 716 260
Cambodia	20	50	53 700	-	-		53 770
East Timor	-	-	127 500	-	-		127 500
Indonesia	162 500	20	-	-	-	-	162 520
Lao People's Democratic Republic	-	-	1 400	-	-	-	1 400
Malaysia	50 500	30	-	-	-		50 530
Myanmar	-	-	1 200	-	-	-	1 200
Philippines	170	-	-	-	-	-	170
Singapore	-	-	-	-	-		
Thailand	100 100	580	-	-	-	40	100 720
Viet Nam (a)	15 000	-	160	-	-		15 160
Total, South-Eastern Asia	**328 290**	**680**	**183 960**	-	-	40	512 970
Armenia	296 200	10	-	-	-		296 210
Azerbaijan	221 600	350	-	569 600	-	-	791 550
Cyprus	120	210	390	-	-		720
Georgia	5 200	-	1 800	278 500	600	110	286 210
Iran	128 900	280	32 700	-	-		161 880
Iraq	130	240	-	-	-		370
Jordan	1 000	4 300	-	-	-		5 300
Kuwait	4 300	60	-	-	-	138 330	142 690
Lebanon	4 200	3 300	-	-	-		7 500
Saudi Arabia	5 600	140	-	-	-		5 740
Syrian Arab Republic	6 500	5 000	-	-	-	2 000	13 500
Turkey	2 800	5 100	730	-	-		8 630
United Arab Emirates	500	340	-	-	-		840
Yemen	60 500	340	-	-	-	8 880	69 720
Total, Western Asia	**737 550**	**19 670**	**35 620**	**848 100**	**600**	**149 310**	**1 790 850**
Total, Asia	**4 781 740**	**24 650**	**627 740**	**1 724 800**	**10 600**	**149 350**	**7 318 880**
Belarus	260	16 400	-	-	-	160 000	176 660
Bulgaria	540	1 600	-	-			2 140
Czech Republic	1 200	1 400	-	-	-	2 000	4 600
Hungary	5 000	2 600	-	-	-		7 600
Poland	950	-	-	-	-		950
Republic of Moldova	10	220	-	-	-		230

Region and country or territory of asylum or residence	Refugees (1)	Asylum-seekers (2)	Returned refugees (3)	Others of concern (4)			Total population of concern
				Internally displaced persons	Returned internally displaced persons	Various	
Romania	1 200	50	-	-	-	-	1 250
Russian Federation	80 100	16 000	-	498 400	64 500	845 300	1 504 300
Slovakia	440	330	-	-	-	-	770
Ukraine	2 700	300	-	-	-	260 000	263 000
Total, Eastern Europe	**92 400**	**38 900**	**-**	**498 400**	**64 500**	**1 267 600**	**1 961 800**
Denmark (*)	69 000	-	-	-	-	-	69 000
Estonia	-	30	-	-	-	-	30
Finland (*)	12 900	700	-	-	-	-	13 600
Iceland	350	10	-	-	-	-	360
Ireland (*)	1 100	9 800	-	-	-	-	10 900
Latvia	10	-	-	-	-	-	10
Lithuania	40	50	-	-	-	-	90
Norway (*)	47 900	4 400	-	-	-	-	52 300
Sweden (*)	159 500	2 300	-	-	-	-	161 800
United Kingdom (*) (5)	132 700	129 000	-	-	-	-	261 700
Total, Northern Europe	**423 500**	**146 290**	**-**	**-**	**-**	**-**	**569 790**
Albania	3 900	20	-	-	-	-	3 920
Bosnia and Herzegovina	65 600	20	161 100	809 500	73 000	-	1 109 220
Croatia	28 400	30	33 600	50 300	70 300	-	182 630
Greece (*)	3 500	-	-	-	-	-	3 500
Italy	22 900	5 000	-	-	-	-	27 900
Malta	270	-	-	-	-	-	270
Portugal (*)	380	-	-	-	-	-	380
Slovenia	4 400	610	-	-	-	11 300	16 310
Spain (*)	6 400	-	-	-	-	-	6 400
The former Yugoslav Republic of Macedonia	21 200	-	-	-	-	-	21 200
Yugoslavia, Federal Republic of	500 700	30	755 500	234 900	168 900	-	1 660 030
Total, Southern Europe	**657 650**	**5 710**	**950 200**	**1 094 700**	**312 200**	**11 300**	**3 031 760**
Austria	*80 300*	*5 500*	-	-	-	-	85 800
Belgium	*36 100*	*23 100*	-	-	-	-	59 200
France	*140 200*	-	-	-	-	-	140 200
Germany (6)	975 500	264 000	-	-	-	-	1 239 500
Liechtenstein	-	-	-	-	-	-	-
Luxembourg	700	-	-	-	-	-	700
Netherlands (*)	129 100	-	-	-	-	-	129 100

Region and country/territory of asylum/residence	Refugees (1)	Asylum-seekers (2)	Returned refugees (3)	Persons of concern (4) Internally displaced persons	Returned internally displaced persons	Various	Total population of concern
Switzerland	82 300	45 400	-	-	-	-	127 700
Total, Western Europe	**1 444 200**	**338 000**	**-**	**-**	**-**	**-**	**1 782 200**
Total, Europe	**2 617 750**	**528 900**	**950 200**	**1 593 100**	**376 700**	**1 278 900**	**7 345 550**
Bahamas	100	-	-	-	-	-	100
Cuba	970	10	-	-	-	-	980
Dominican Republic	630	10	-	-	-	-	640
Jamaica	40	-	-	-	-	-	40
Total, Caribbean	**1 740**	**20**	**-**	**-**	**-**	**-**	**1 760**
Belize	2 900	-	-	-	-	20 000	22 900
Costa Rica	22 900	30	-	-	-	-	22 930
El Salvador	20	-	-	-	-	-	20
Guatemala	730	10	5 900	-	-	-	6 640
Honduras	10	-	-	-	-	-	10
Mexico	23 000	-	-	-	-	-	23 000
Nicaragua	470	10	70	-	-	-	550
Panama	1 300	60	-	-	-	-	1 360
Total, Central America	**52 330**	**110**	**5 970**	**-**	**-**	**20 000**	**78 410**
Argentina	2 300	960	-	-	-	-	3 260
Bolivia	350	10	-	-	-	-	360
Brazil	2 500	370	-	-	-	-	2 870
Chile	320	50	-	-	-	-	370
Colombia	230	10	-	-	-	-	240
Ecuador	310	-	-	-	-	1 200	1 510
Paraguay	20	-	-	-	-	-	20
Peru	700	-	-	-	-	-	700
Uruguay	90	-	-	-	-	-	90
Venezuela	190	-	-	-	-	-	190
Total, South America	**7 010**	**1 400**	**-**	**-**	**-**	**1 200**	**9 610**
Total, Latin America and Caribbean	**61 080**	**1 530**	**5 970**	**-**	**-**	**21 200**	**89 780**
Canada (**)	136 600	24 700	-	-	-	-	161 300
United States (**)(17)	513 000	580 900	-	-	-	-	1 093 900
Total, North America	**649 600**	**605 600**	**-**	**-**	**-**	**-**	**1 255 200**

Region and country, territory of asylum/residence	Refugees (1)	Asylum-seekers (2)	Returned refugees (3)	Others of concern (4)			Total population of concern
				Internally displaced persons	Returned internally displaced persons	Various	
Australia (**)	59 700	12 500	-	-	-	-	72 200
New Zealand (**)	4 800	-	-	-	-	-	4 800
Total, Australia-New Zealand	**64 500**	**12 500**	**-**	**-**	**-**	**-**	**77 000**
Papua New Guinea	-	-	-	-	-	-	-
Solomon Islands	-	-	-	-	-	-	-
Total, Melanesia	**-**	**-**	**-**	**-**	**-**	**-**	**-**
Total, Oceania	**64 500**	**12 500**	**-**	**-**	**-**	**-**	**77 000**
Total	**11 697 640**	**1 234 170**	**2 516 690**	**4 080 800**	**1 328 400**	**1 486 450**	**22 344 150**

Notes

All numbers are rounded to the nearest 10 (below 1,000) or 100 (1,000 and above).

A dash ("-") indicates that the value is zero, rounded to zero, not available or not applicable.

(1) Refugees: persons recognized as refugees under the 1951 Convention, the 1969 OAU Convention, in accordance with the statute of UNHCR, persons granted a humanitarian status and those granted temporary protection.

(2) Asylum-seekers: persons whose application for refugee status is pending in the asylum procedure or who are otherwise registered as asylum-seekers.

(3) Returned refugees: refugees who have returned to their place of origin and who remain of concern to UNHCR for a maximum period of two years.

(4) Others of concern: certain specific group of persons not coming within the ordinary mandate of UNHCR.
- Internally displaced persons (IDPs): persons who are displaced within their country and to whom UNHCR extends protection and/or assistance in pursuance to a special request by a competent organ of the United Nations.
- Returned IDPs: IDPs of concern to UNHCR who have returned to their place of origin and who remain of concern to UNHCR for a maximum period of two years.

(5) Asylum-seekers: number of pending applications in first instance (102,900) multiplied by the average number of persons per case (1.25).

(6) Asylum-seekers: cases pending in all instances (*source*: Central Aliens Register).

(7) Asylum-seekers: number of pending cases in first instance (342,000) and in review (59,000) multiplied by the average number of persons per case (1.45).

(a) The returned refugees also include returned rejected asylum-seekers.

(*) Number of refugees estimated by UNHCR, based on the arrival of refugees/recognition of asylum-seekers over the past 10 years.

(**) Number of refugees estimated by UNHCR, based on the arrival of refugees/recognition of asylum-seekers over the past 5 years.

Figures in italics are estimates for end-1998.

Source: Governments, UNHCR.

00-60800 (E) 201000

United Nations

United Nations High Commissioner for Refugees

Report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees

Fifty-first session (2-6 October 2000)

General Assembly
Official Records
Fifty-fifth session
Supplement No. 12A (A/55/12/Add.1)

General Assembly
Official Records
Fifty-fifth session
Supplement No. 12A (A/55/12/Add.1)

United Nations High Commissioner for Refugees

Report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees

Fifty-first session (2-6 October 2000)

United Nations • New York, 2000

Note

Symbols of United Nations documents are composed of capital letters combined with figures.

The report of the United Nations High Commissioner for Refugees has been issued as *Official Records of the General Assembly, Fifty-fifth Session, Supplement No. 12* (A/55/12).

ISSN 0251-8023

[17 October 2000]

Contents

Report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees on the work of its fifty-first session

(Geneva, 2-6 October 2000)

		Paragraphs	Page
I.	Introduction	1–16	1
	A. Opening of the session	1–4	1
	B. Election of officers	5	1
	C. Representation on the Committee	6–12	1
	D. Adoption of the agenda and other organizational matters	13	3
	E. Opening statement by the Chairman of the Executive Committee	14–16	3
II.	Work of the fifty-first session	17–22	4
III.	Decisions and conclusions of the Executive Committee	23–32	5
	A. Conclusion on international protection	23	5
	B. Conclusion on the CIS Conference follow-up	24	7
	C. Decision on safety of staff of UNHCR and all other humanitarian personnel	25	8
	D. Decision on administrative, financial and programme matters	26	9
	E. Decision on the Pledging Conference	27	11
	F. Decision on UNHCR's fiftieth anniversary and on World Refugee Day	28	12
	G. Decision on programme of work of the Standing Committee in 2001	29	12
	H. Decision on the provisional agenda of the fifty-second session	30	13
	I. Decision on observer participation in 2000-2001	31	14
	J. Decision on non-governmental organization observer participation in the work of the Executive Committee of the High Commissioner's Programme and its Standing Committee	32	14

Annexes

I.	Decisions and conclusions adopted by the Standing Committee in 2000	16
II.	Opening statement by the United Nations High Commissioner for Refugees to the Executive Committee of the High Commissioner's Programme at its fifty-first session	17
III.	Chairman's summary of the millennium theme — "UNHCR@50: from response to solutions"	29

I. INTRODUCTION

A. Opening of the Session

1. The Executive Committee of the High Commissioner's Programme held its fifty-first session at the Palais des Nations in Geneva from 2 to 6 October 2000. It was opened by the outgoing Chairman, His Excellency, Ambassador Raimundo Perez-Hernández y Torra (Spain).

2. Ambassador Pérez-Hernández y Torra first deplored the recent brutal murders of UNHCR staff in Indonesia and in Guinea. These tragedies highlighted the need for joint commitment to the issues of the safety and security of staff by all actors involved, including the Executive Committee.

3. Reflecting on the Committee's work over the past year, the outgoing Chairman noted that some progress had been achieved in introducing important organisational changes. They included adjustments to the annual programme budget structure, proposals on the Pledging Conference and on earmarking patterns. Despite these achievements, considerable challenges remained, notably that of diminishing resources threatening UNHCR's current and future operations.

4. The outgoing Chairman then referred to the visits he had made over the past year to Kosovo (Federal Republic of Yugoslavia) and to the Islamic Republic of Iran. What he had seen there had made a deep impression on him, as indeed had the experience he had gained both professionally and personally as Chairman of the Committee. In concluding, he paid a sincere tribute to the world's 22 million refugees. He hoped that the proposed introduction of a World Refugee Day would help to serve as a demonstration of support for and solidarity with their cause.

B. Election of Officers

5. Under Rule 10 of its Rules of Procedure, the Committee elected the following officers by acclamation:

Chairman: H.E. Ambassador Ali Khorram (Islamic Republic of Iran)

Vice-Chairman: H.E. Ambassador Johan Molander (Sweden)

Rapporteur: Mr. Haiko Alfeld (South Africa)

C. Representation on the Committee

6. The following members of the Committee were represented at the session:

Algeria, Argentina, Australia, Austria, Bangladesh, Belgium, Brazil, Canada, Chile, China, Colombia, Côte d'Ivoire, Democratic Republic of the Congo, Denmark, Ethiopia, Finland, France, Germany, Greece, Holy See, Hungary, India, Iran (Islamic Republic of), Ireland, Israel, Italy, Japan, Lebanon, Lesotho, Madagascar, Morocco, Mozambique, Namibia, Netherlands, Nicaragua, Nigeria, Norway, Pakistan, Philippines, Poland, Republic of Korea, Russian Federation, Somalia, South Africa, Spain, Sudan, Sweden, Switzerland, Thailand, Tunisia, Turkey, Uganda, United

Kingdom, United Republic of Tanzania, United States of America, Venezuela.

7. The Governments of the following States were present as observers:

Afghanistan, Albania, Angola, Armenia, Azerbaidjan, Bahrain, Bhutan, Bolivia, Bosnia and Herzegovina, Botswana, Bulgaria, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Congo, Costa Rica, Croatia, Cuba, Cyprus, Democratic People's Republic of Korea, Dominican Republic, Djibouti, Ecuador, Egypt, El Salvador, Eritrea, Estonia, Gabon, Georgia, Guatemala, Guinea, Honduras, Indonesia, Iraq, Iceland, Jordan, Kazakhstan, Kenya, Kyrgizstan, Kuweit, Lao People's Democratic Republic, Latvia, Liberia, Libyan Arab Jamahiriya, Lithuania, Luxembourg, Malaysia, Malawi, Malta, Mexico, Myanmar, Nepal, New Zealand, Niger, Oman, Panama, Paraguay, Peru, Portugal, Republic of Moldova, Romania, Rwanda, Saudi Arabia, San Marino, Senegal, Sierra Leone, Slovakia, Slovenia, Sri Lanka, Syrian Arab Republic, Swaziland, The former Yugoslav Republic of Macedonia, Turkmenistan, United Arab Emirates, Ukraine, Uruguay, Viet Nam, Yemen, Zambia, Zimbabwe.

8. Palestine was represented as an observer.

9. The European Commission, the Council of the European Union, the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Sovereign Order of Malta were also represented as observers.

10. The United Nations system was represented as follows:

United Nations, United Nations Office at Geneva (UNOG), Office of the United Nations High Commissioner for Human Rights (OHCHR), Office for the Coordination of Humanitarian Affairs (OCHA), United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), World Food Programme (WFP), United Nations Programme on HIV/Aids (UNAIDS), United Nations Institute for Training and Research (UNITAR), Food and Agriculture Organization of the United Nations (FAO), International Labour Organization (ILO), World Health Organization (WHO), United Nations Educational, Scientific and Cultural Organization (UNESCO).

11. The following intergovernmental organizations were represented by observers:

League of Arab States, Organization of African Unity (OAU), Organization of the Islamic Conference (OIC), Council of Europe, International Organization for Migration (IOM).

12. A total of 75 non-governmental organizations were represented by observers.

D. Adoption of the Agenda and other Organizational Matters

13. The Executive Committee adopted by consensus the following agenda (A/AC.96/941):

1. Opening of the session

2. Election of officers

3. Adoption of the agenda and other organizational matters

4. Annual theme: UNHCR@50: from response to solutions

5. Reports on the work of the Standing Committee

   (a) International protection

   (b) Programme, administrative and financial matters

6. Consideration and adoption of UNHCR's annual programme budget for 2001

7. Reports relating to programme oversight

8. Meetings of the Standing Committee in 2001

9. Consideration of the provisional agenda of the fifty-second session of the Executive Committee

10. Any other business

11. Adoption of the report of the fifty-first session of the Executive Committee

12. Closure of the session

E. Opening Statement by the Chairman of the Executive Committee

14. Assuming the chairmanship of the Committee, H.E. Ambassador Ali Khorram (Islamic Republic of Iran) expressed his appreciation for the energy and commitment shown by the outgoing Chairman and for the important contribution he had made to the work of the Committee. He also paid tribute to the High Commissioner for the visionary leadership she had shown throughout her tenure, bringing humanitarian action to the forefront of the world's attention.

15. Referring then to the recent atrocities which had resulted in the deaths of four UNHCR staff members, he stated that security issues would be one of his major concerns as Chairman. A second major focus of his work would be to enhance the dialogue between States members of the Committee on long-standing refugee situations. Such situations posed a heavy burden on host countries, particularly developing countries, and it was urgent to find new and innovative solutions. He encouraged delegations to take advantage of the opportunity offered by UNHCR's fiftieth anniversary to reflect on its

activities so far, and to assess the major challenges for the future. He then briefly described the missions he had undertaken to Thailand and to the Caucasus earlier in the year, renewing his call for the support of the international community to the efforts of host countries.

16. In conclusion, he recalled that the proceedings of the fifty-first session contained a number of new elements designed to encourage an interactive dialogue. These included a panel discussion - the first in the history of the Executive Committee - focussing on "Promoting and building peace: linking refugee and humanitarian assistance with longer-term development". It was also intended to devote more attention this year to issues of international protection and to the budget discussion.

II. WORK OF THE FIFTY-FIRST SESSION

17. The High Commissioner delivered an opening statement to the Executive Committee, which is reproduced in Annex II.

18. The Committee also heard a statement by the United Nations Secretary-General, in which he paid tribute to the heroic commitment displayed by the High Commissioner during her ten years' tenure. He recalled that it had been a decade of extraordinary challenges, with an alarming shift in the nature of conflict, through which civilian populations had become both the weapons and the targets of war. Not surprisingly, UNHCR had faced challenges that were unprecedented in scale and nature, and had become a massive relief agency ministering to millions of people around the globe.

19. The Secretary-General referred to the close cooperation he had shared with the High Commissioner, working side by side in many struggles. He called for support of her legacy in three areas: strengthening the notion of asylum, for which he welcomed the proposed global consultations to revitalize the protection regime; a more timely, consistent and adequate system of funding for UNHCR's programmes; and energetic action by States to ensure the safety of humanitarian workers, particularly in light of the recent tragic loss of staff suffered by UNHCR.

20. The Executive-Director of the World Food Programme echoed the commitments by the Secretary-General and the High Commissioner to give absolute priority to security, conveying condolences to UNHCR staff and families for the brutal murders that had occurred. The Executive-Director then paid an impassioned tribute to Mrs. Ogata's achievements as High Commissioner, stressing that she had helped change the face of the United Nations. Her wisdom and energetic leadership had been an inspiring example within the humanitarian community. Mrs. Ogata had also successfully strengthened UNHCR's relations with the United Nations Security Council, helping that body to better appreciate the connections between political and humanitarian concerns.

21. There followed a question and answer session with the High Commissioner. The questions raised concerned such issues as strengthening the legal framework, avoiding a "pull factor" in certain refugee situations and the problems posed by protracted refugee situations.

22. The Chairman's summary of agenda item 4 (annual theme debate) is contained in Annex III. The full account of the deliberations of the

Committee, including the statements or other interventions made by delegations on all the agenda items of the meeting, as well as the closing statements by the Chairman and the High Commissioner, are contained in the summary records of the session.

III. DECISIONS AND CONCLUSIONS OF THE EXECUTIVE COMMITTEE[1]

A. Conclusion on international protection

23. *The Executive Committee,*

Warmly commending UNHCR on the fiftieth anniversary of the establishment of the Office; and *welcoming* the emphasis of this year's Note on International Protection on measures taken by the Office to make protection effective;

Recognizing that international protection is a dynamic and action-oriented function, carried out, in co-operation with States and other partners, to promote and facilitate admission, reception, treatment of refugees and to ensure protection-oriented solutions, towards the overall goal of enhancing respect for the rights of refugees and resolving their problems;

Welcoming the continued grant of asylum to large numbers of refugees by many States but *deeply disturbed* by violations of internationally recognized rights of refugees which include refoulement of refugees, militarization of refugee camps, participation of refugee children in military activities, gender-related violence and discrimination directed against refugees, particularly female refugees, and arbitrary detention of asylum-seekers and refugees; also *concerned* about the less than full application of international refugee instruments by some States Parties;

Affirming the importance of according priority attention to the protection needs of women, children, adolescents, and the elderly in the planning and implementation of UNHCR programmes and State policies;

Taking note of complex features of the evolving environment in which refugee protection has to be provided, including the nature of armed conflict and current patterns of displacement, mixed population flows, the high costs of hosting large numbers of refugees and asylum-seekers and of maintaining asylum systems, the growth in trafficking and smuggling of persons, the problems of safeguarding asylum systems against abuse and of excluding those not entitled to refugee protection, as well as the lack of resolution of long-standing refugee situations;

Recognizing that countries of asylum carry a heavy burden, in particular, developing countries, countries in transition and countries with limited resources which host large numbers of refugees and asylum-seekers; *reiterating* in this regard its strong commitment to international solidarity, burden-sharing and international cooperation to share responsibilities; and *reaffirming* UNHCR's catalytic role in assisting and supporting countries receiving refugees, particularly developing countries, and in mobilizing

[1] Decisions adopted by the Standing Committee at inter-sessional meetings in 2000 are listed in Annex I.

assistance from the international community to address the impact of large-scale refugee populations;

Recognizing the positive contributions that refugees make to host countries;

Recognizing the need for Governments, UNHCR and the international community to continue to respond to the asylum and assistance needs of refugees until durable solutions are found; and while *noting* that voluntary repatriation, local integration and resettlement are the traditional durable solutions for refugees, *affirming* that voluntary repatriation is the preferred solution, when feasible;

Noting the discussions in the Standing Committee on the interception of asylum-seekers and refugees, and *recognizing* the importance of adopting comprehensive measures, between all relevant States and in cooperation with UNHCR, international organizations and other appropriate organizations, to deal effectively with irregular migration, trafficking and smuggling of persons, potentially including refugees and asylum-seekers, and ensure in this context that international protection and assistance needs of asylum-seekers and refugees are identified and fully met, consistent with international protection responsibilities, in particular the principle of *non-refoulement*;

Reaffirming that the 1951 Convention relating to the Status of Refugees and the 1967 Protocol remain the foundation of the international refugee regime; *noting* that complementary forms of protection adopted by some States are a pragmatic response to ensure that persons in need of such protection receive it; and *recognizing* in this context the importance of full application of the 1951 Convention and the 1967 Protocol by States Parties;

Noting UNHCR's initiative to launch Global Consultations on International Protection and *encouraging* UNHCR, in parallel with these Consultations, to continue to seek practical responses, in cooperation with States and other relevant actors, to address current and future protection challenges;

(a) *Welcomes* the proposal of UNHCR to commence a process of Global Consultations with States, with the close involvement, inter alia, of refugee protection experts, non-governmental organizations (NGOs) and refugees, to revitalize the international protection regime and to discuss measures to ensure international protection for all who need it, while taking into account the legitimate concerns of States, host communities and the international community generally;

(b) *Affirms* in this context that such a process, on the eve of the 50th Anniversary of the 1951 Convention relating to the Status of Refugees, offers important prospects for revitalizing refugee protection and promoting the effective implementation of the Convention and the Protocol, while at the same time identifying approaches to meet new situations not covered by these instruments;

(c) *Calls upon* UNHCR to report to the Executive Committee at its fifty-second session on progress made on this process.

B. Conclusion on the CIS Conference follow-up

24. *The Executive Committee,*

Recalling the Programme of Action adopted in May 1996 by the Regional Conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the countries of the Commonwealth of Independent States and relevant neighbouring countries and the conclusions of the Executive Committee at its forty-seventh, forty-eighth, forty-ninth and fiftieth sessions;

(a) *Welcomes* the Report and Recommendations on the future of the Conference follow-up process adopted at the fifth meeting of the Steering Group in July 2000;

(b) *Endorses* the decision of the Steering Group to continue activities in the *Follow-up to the 1996 Geneva Conference on the Problems of Refugees, Displaced Persons, Migration and Asylum Issues* for five years, with the emphasis placed on four thematic issues;

(c) *Reaffirms* the importance and continuing validity of the Programme of Action which will remain a basis for future activities to build on, consolidate and make sustainable the achievements attained so far, and stresses the necessity to reinvigorate joint efforts in making further progress in the follow-up;

(d) *Encourages* all interested States to actively participate in future activities to the extent that their interests and priorities are addressed and to cooperate on multiple complementary planes, with the plan of holding high-level review meetings based on progress achieved and of considering further activities within the framework of the follow-up;

(e) *Welcomes* the progress made in a number of the CIS countries in implementing the Programme of Action in both governmental and non-governmental sectors, in particular, as indicated in the Assessment Report of the Conference process;

(f) *Calls upon* Governments in all countries of the CIS, who bear the primary responsibility for addressing the acute problems of population displacement that they face, to renew and strengthen their commitment, both practical and political, to implementing the Recommendations in the spirit of the Programme of Action to ensure more consistent and far-reaching progress, especially in the fields of human rights and refugee protection, and the problems of formerly deported peoples;

(g) *Notes* the importance of joint efforts to overcome the constraints in continuing to pursue the goals of the Programme of Action, by achieving, *inter alia*, a higher level of political support, durable political solutions to conflicts, further democratization and building of civil society, full implementation of legislation, adequate cooperation on a regional or bilateral level, deeper involvement of international financial institutions and development agencies, and availability of financial resources;

(h) *Notes* that the serious challenges faced by the countries of the region cannot be met by the resources and the experience of those countries alone;

(i) *Welcomes* the support rendered by other States to the process so far, including the reaffirmation of that support at the meeting of the Steering Group in July 2000 and calls on States to continue and intensify their cooperation and support in the spirit of international solidarity and burden-sharing to assist the countries of the CIS in the follow-up to the 1996 Geneva Conference;

(j) *Appreciates* the efforts made by the High Commissioner for Refugees, the International Organization for Migration, the Organization for Security and Cooperation in Europe and the Council of Europe to support the follow-up process, to mobilize resources for this, and calls on them to strengthen their efforts and mutual cooperation;

(k) *Urges* the High Commissioner to continue to inform the public and further to enhance relationships with other key international actors, such as the European Commission and other human rights, development and financial institutions;

(l) *Welcomes* the progress made in building civil society, particularly through the development of the non-governmental sector, the development of cooperation between NGOs and the Governments of a number of countries of the CIS, notes in this regard the relation between the progress made in implementing the Programme of Action and the success in promoting civil society, especially in the field of human rights;

(m) *Calls on* Governments of the countries of the CIS to further facilitate the formation and work of NGOs and, along with international organizations, to further strengthen their cooperation with NGOs and increase their involvement in the follow-up to the 1996 Geneva Conference;

(n) *Requests* the High Commissioner to keep the Executive Committee informed of measure taken in the implementation of the recommendations and of the progress achieved on the issue of follow-up to the 1996 Geneva Conference.

C. Decision on safety of staff of UNHCR and all other Humanitarian Personnel

25. *The Executive Committee,*

Commending the High Commissioner, her staff and their implementing partners for the competent, courageous and dedicated manner in which they discharge their responsibilities;

Strongly deploring injuries and death and other forms of physical and psychological violence sustained by staff members, notably the recent violence and murders in Indonesia and in Guinea, and *expressing* deep outrage that certain incidents were specifically targeted at humanitarian personnel;

Deeply concerned that such despicable practices risk having a serious impact on UNHCR and other humanitarian operations, and result in considerably increased danger and suffering for the populations which humanitarian personnel are seeking to protect and assist, while posing grave security risks in refugee and returnee-populated areas;

(a) *Reaffirms* its previous conclusion and decision on this subject, adopted at its forty-eighth and forty-ninth sessions;[2]

(b) *Recalls* relevant General Assembly resolutions[3] relating to the safety and security of humanitarian personnel, as well Security Council resolutions and, in particular its recent Presidential Statement[4] strongly deploring the fact that incidents of violence have continued, leading to a rising toll of casualties among humanitarian personnel;

(c) *Urges* States to assume fully their responsibilities of safeguarding the physical security of personnel of the United Nations and other humanitarian agencies, as well as all other humanitarian personnel, and to ensure their safe and unhindered access in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons;

(d) *Calls on* States to take all possible measures to investigate fully any crimes committed against humanitarian personnel, to bring to justice persons responsible for such heinous crimes taking fully into account their gravity, to enact effective national legislation as required for that purpose, and to consider signing and ratifying the Rome Statute of an International Criminal Court;

(e) *Notes* that the 1994 Convention on the Safety of United Nations and Associated Personnel[5] is now in force, *urges* those States who have not yet done so to consider signing and ratifying this Convention, but *notes* in this regard that the Convention does not automatically apply to most humanitarian personnel, and therefore *urges* States to respond rapidly to the recommendation of the United Nations Secretary-General to extend protection to all humanitarian personnel, through the conclusion of an optional protocol to the 1994 Convention or by other appropriate means;

(f) *Encourages* UNHCR to further develop and integrate appropriate security arrangements in its operations and to allocate adequate resources for the safety and security of its staff and the populations under its care.

D. Decision on administrative, financial and programme matters

26. *The Executive Committee,*

(a) *Confirms* that the activities proposed under the Annual Programme Budget for the year 2001 as set out in document A/AC.96/932 have been found, on review, to be consistent with the Statute of the Office of the High Commissioner (General Assembly Resolution 428 (V)), the High

---

[2] A/AC.96/895, paragraph 20; A/AC.96/911 paragraph 28
[3] General Assembly Resolution 54/192
[4] S/PRST/2000/4
[5] General Assembly Resolution 49/59, Annex

Commissioner's "Good Offices" functions as recognized, promoted or requested by the General Assembly, the Security Council, or the Secretary-General, and the relevant provisions of the *Financial Rules for Voluntary Funds Administered by the High Commissioner for Refugees*;

(b) *Approves* the programmes and budgets for Regional Programmes, Global Programmes and Headquarters under the 2001 Annual Programme Budget amounting to $ 872,403,100, including an Operational Reserve of $ 79,309,400 (representing 10 per cent of programmed activities), all of which are detailed in the Table I.3; which together with the United Nations Regular Budget contribution of $ 19,124,600 and provisions for Junior Professional Officers ($ 7.0 million) bring total requirements in 2001 to $ 898,527,700; and *authorizes* the High Commissioner within this total appropriation, to effect adjustments in Regional Programmes, Global Programmes and the Headquarters budgets, from unrestricted funds;

(c) *Approves* the revised Annual Programme Budget for the year 2000 amounting to $ 824,740,973, which together with the United Nations Regular Budget contribution of $ 20,191,400 and provisions for Junior Professional Officers of $6,826,400, as well as the needs under Supplementary Programmes in 2000, bring total requirements in 2000 to $ 942,346,173 (see Table I.3);

(d) *Requests* the High Commissioner, within the resources available, to respond flexibly and efficiently to the needs currently indicated under the Annual Programme Budget for the year 2001, and *authorizes* her, in the case of additional new emergency needs that cannot be met fully from the Operational Reserve, to issue Special Appeals and create Supplementary Programmes;

(e) *Requests* the chair to convene, as soon as possible after the conclusion of the fifty-first session of the Executive Committee, a series of informal consultations in preparation for the 2002 budget, and with a view to enhancing the strategic budgeting process;

(f) *Requests* UNHCR to continue discussions with the Standing Committee on a regular basis on the prioritization and management of resources under the unified budget with a view to ensuring that core needs are met;

(g) *Notes* the *Report of the Board of Auditors to the General Assembly on the Accounts of the Voluntary Funds administered by the United Nations High Commissioner for Refugees for the year ended 31 December 1999* (A/AC.96/933), and the High Commissioner's *Follow-up Actions to the Board of Auditors Report* (A/AC.96/933/Add.1); as well as the *Report of the ACABQ on UNHCR's Annual Programme Budget for the year 2001* (A/AC.96/932), the *Report of the High Commissioner on the work of UNHCR's Inspection Activities* (A/AC.96/934) *and the Report on UNHCR's Evaluation Activities* (A/AC.96/935), and requests to be kept regularly informed on the measures taken to address the recommendations and the observations raised in these various oversight documents;

(h) *Urges* member States, in the light of the extensive needs to be addressed by the Office of the High Commissioner, to respond generously and in a spirit of solidarity, and in a timely manner, to her appeals for

resources to meet the approved Annual Programme Budget and non-foreseen emergencies.

E. Decision on the Pledging Conference

27. *The Executive Committee,*

Recalling the decision of the Standing Committee at its eighteenth meeting in July 2000, proposing an alternative pledging arrangement designed to strengthen the dialogue between the United Nations High Commissioner for Refugees (UNHCR) and donors on resource mobilization within the context of its unified programme budget;

Reaffirming in this context the need to link more closely the procedures relating to the adoption of UNHCR's annual programme budget, the issue of a Global Appeal and the funding mechanism;

(a) *Decides* to recommend to the General Assembly the adoption of the following draft resolution;

The General Assembly,

(i) *Recalling* its resolutions 1556 (XV) of 18 December 1960 and 1729 (XVI) of 20 December 1961 on the convening of an ad hoc Committee of the Whole, under the chairmanship of the President of the General Assembly, as soon as practicable after the opening of each regular session of the General Assembly for the purpose of announcing pledges of voluntary contributions to the refugee programmes for the following year;

(ii) *Recalling* also that the ad hoc Committee of the General Assembly for the announcement of voluntary contributions to the programme of the United Nations High Commissioner for Refugees (UNHCR) has been convened annually, under the chairmanship of the President of the General Assembly or his/her designate at United Nations Headquarters in New York, immediately following the debate on the report of the High Commissioner in the Third Committee;

(iii) *Noting* that the General Assembly, in its resolution 54/146 of 17 December 1999, endorsed the presentation of a unified annual programme budget of the Office of the High Commissioner;

(iv) *Noting* also that financial requirements under the annual programme budget for UNHCR's programmes are presented in the Global Appeal issued each year in late November/early December in Geneva forming the base for pledges in response to the information provided in the Global Appeal;

(v) *Decides*, in order to improve and rationalize the funding mechanism following the adoption of the annual programme budget, that the ad hoc Committee of the General Assembly may be convened as from 2001 at Geneva, the Headquarters of UNHCR.

F. Decision on UNHCR's 50th anniversary and on World Refugee Day

28. *The Executive Committee,*

(a) *Decides*, in commemoration of the 50th anniversary of the establishment of the Office of the United Nations High Commissioner for Refugees, to forward for adoption by the United Nations General Assembly the following draft resolution:

The General Assembly,

(i) *Commends* the Office of the United Nations High Commissioner for Refugees (UNHCR) for its leadership and coordination of international action for refugees; and *acknowledges* UNHCR's tireless efforts to provide international protection and assistance to refugees and other persons of concern and promote durable solutions for their problems during the past 50 years;

(ii) *Pays* tribute to the dedication of United Nations humanitarian workers and associated personnel, the staff of UNHCR in the field, including local staff, who risk their lives in the performance of their duties;

(iii) *Reaffirms* its support for UNHCR's activities, in accordance with the relevant General Assembly resolutions, on behalf of returnees, stateless persons and internally displaced persons;

(iv) *Notes* the crucial role of partnerships with governments, international, regional, and non-governmental organizations as well as of the participation of refugees in decisions that affect their lives;

(v) *Recognizes* that, by virtue of its activities on behalf of refugees and other persons of concern, UNHCR also contributes to promoting the purposes and principles of the United Nations, in particular those related to peace, human rights and development;

(vi) *Notes* that 2001 marks the 50th Anniversary of the 1951 Convention relating to the Status of Refugees, which sets out the foundation concepts for international refugee protection;

(vii) *Notes* that the Organization of African Unity has agreed to have an international Refugee Day coincide with Africa Refugee Day on 20 June;

(viii) *Decides* that, as of 2001, the date of 20 June will be commemorated as "World Refugee Day".

G. Decision on programme of work of the Standing Committee in 2001

29. *The Executive Committee,*

Having reviewed the issues before it at its fifty-first session, including the annual theme *UNHCR@50: from response to solutions*, and the *Report of the Work of the Standing Committee* (A/AC.96/942), and having in mind the decisions and conclusions of its fifty-first session;

Noting that the current environment is one of ever-increasing, competing demands for time and resources requiring a continuous assessment of the way in which UNHCR works, and *recognizing* that the Executive Committee should, as appropriate, provide advice to the High Commissioner in the exercise of her functions, and *considering* that it is incumbent upon States to assist the High Commissioner to the greatest extent possible:

(a) *Decides* to adopt as the framework for the programme of work of the Standing Committee in 2001 the following items: international protection; programme/protection policy; programme and funding; governance; coordination; and management, financial, oversight and human resources;

(b) *Requests* that member States review, at the Planning Meeting scheduled for December 2000, specific proposals for inclusion in the work programme for 2001, taking into consideration the calendar noted by the Planning Meeting in 1999, with a view to submitting their agreed work programme to the first Standing Committee in 2001 for formal adoption; and *requests* that member States bear in mind the desirability of scheduling items over a biennial or longer period;

(c) *Requests* that UNHCR include in its documentation on each item the relevant audit and ACABQ recommendations as well as steps taken to implement those recommendations and related Executive Committee decisions and conclusions;

(d) *Authorizes* the Standing Committee to add and to delete items, as appropriate, to its inter-sessional programme of work;

(e) *Decides* to convene no more than three meetings of the Standing Committee in 2001 to be held in February/March, June/July and prior to the fifty-second plenary session of the Executive Committee;

(f) *Calls on* the Standing Committee to report on its work to the fifty-second session of the Executive Committee;

(g) *Calls upon* its members to continue efforts to ensure that the Executive Committee is a forum for meaningful and interactive debate, and provides guidance that can be implemented by UNHCR within its given mandate.

H. Decision on the provisional agenda of the fifty-second session

30. *The Executive Committee,*

(a) *Decides* to adopt the following provisional agenda for the fifty-second session of the Executive Committee:

1. Opening of the session
2. Election of officers
3. Adoption of the agenda and other organizational matters
4. Annual theme
5. Reports on the work of the Standing Committee as they relate to:
   (i) international protection; and
   (ii) programme, administrative and financial matters
6. Consideration and adoption of the annual programme budget

7. Reports relating to programme oversight
8. Meetings of the Standing Committee in 2002
9. Consideration of the provisional agenda of the fifty-third session of the Executive Committee
10. Any other business
11. Adoption of the draft report of the fifty-second session of the Executive Committee
12. Closing of the session

I. Decision on observer participation in 2000-2001

31. The Executive Committee,

(a) Approves applications by the following Government Observer delegations for participation in meetings of the Standing Committee from October 2000 to October 2001:

Armenia, Azerbaijan, Burundi, Cuba, Dominican Republic, Ecuador, Egypt, El Salvador, Georgia, Guatemala, Iraq, Kenya, Malaysia, Nepal, New Zealand, Peru, Portugal, Rwanda, San Marino, Syrian Arab Republic, Slovakia, Ukraine, Uruguay;

(b) Authorizes the Standing Committee to decide upon any additional applications from Government Observer delegations to participate in its meetings during the aforementioned period;

(c) Approves the following list of intergovernmental and international organizations to be invited by the High Commissioner to participate as observers in relevant meetings of its subsidiary bodies from October 2000 to October 2001:

United Nations specialized agencies, departments, funds and programmes, European Commission, International Committee of the Red Cross, International Federation of Red Cross and Red Crescent Societies, Sovereign Order of Malta, Executive Secretariat of the Commonwealth of Independent States, League of Arab States, Organization of African Unity, Organization of the Islamic Conference, Council of Europe, International Organization for Migration;

J. Decision on non-governmental organization (NGO) observer participation in the work of the Executive Committee of the High Commissioner's Programme and its Standing Committee

32. The Executive Committee,

Recalling its decision on observer participation in the work of the Executive Committee and its Standing Committee (A/AC.96/912), and having now completed three consecutive years of NGO observer participation;

Noting that in its resolution 52/104 adopted on 12 December 1997, the General Assembly decided to continue the Office of the United Nations High Commissioner for Refugees for a further period of five years until the end of the year 2003;

Recognizing the importance of NGOs as partners in UNHCR's humanitarian work on behalf of refugees, and the useful contribution they have made to the meetings of the Executive Committee and of its Standing Committee;

(a) *Decides* to extend the observer participation of NGOs until the end of 2003;

(b) *Decides further* that the participation of NGOs as observers will continue to follow the procedure as established by the Standing Committee decision (A/AC.96/888);

(c) *Also decides* to review NGO observer participation by the end of 2003.

ANNEX I

Decisions and conclusions adopted by the Standing Committee in 2000

In accordance with the authority vested in it by the Executive Committee, the Standing Committee in 2000 adopted a number of decisions on matters included in its programme of work. The texts of these decisions are annexed to the reports of Standing Committee meetings as follows:

A/AC.96/929 *Report of the seventeenth meeting of the Standing Committee (29 February - 2 March 2000)*

Decision on programme and funding

Decision on medium-term plan

Decision on annual programme budget

Conclusion on older refugees

Conclusion on mainstreaming environmental concerns

A/AC.96/939 Report of the eighteenth meeting of the Standing Committee (5 - 7 July 2000)

Decision on mobilizing resources for a unified budget: the Pledging Conference; guiding principles applicable to the resourcing of UNHCR's unified budget

Decision on the annual theme of the fifty-first session of the Executive Committee

ANNEX II

Opening statement
by the United Nations High Commissioner for Refugees to
the Executive Committee of the High Commissioner's
Programme at its fifty-first session

(Monday, 2 October 2000)

Mr. Chairman,
Mr. Secretary-General,
Excellencies,
Distinguished Delegates,
Ladies and Gentlemen,

Welcome to the 51st session of the Executive Committee. I am pleased and honoured to introduce a very special guest, Kofi Annan - the first Secretary-General of the United Nations to address the Committee. All of us at UNHCR view this as a homecoming for our most illustrious former colleague. His wise counsel and friendship have been a tremendous source of support for me over the years. I propose that we greet him with a warm round of applause.

I am pleased to welcome Chile, Côte d'Ivoire and the Republic of Korea as new Committee members, and to congratulate the incoming Bureau and its Chairman, Ambassador Khorram of the Islamic Republic of Iran. He brings broad experience from multilateral forums that will help the Committee navigate the coming year of transition. Finally, I would like to offer special thanks to the outgoing Chairman, Ambassador Perez-Hernandez y Torra of Spain: his commitment, initiative, and good humour will be long remembered at UNHCR.

Twice in the past month, we gathered in this very room to mark our sorrow and outrage at the brutal murders of our colleagues Samson Aregahegn, Carlos Caceres, Pero Simundza in West Timor, and Mensah Kpognon in Guinea. Fortunately, Laurence Djeya, who was missing after the Guinea attack, is now back home, safe, in Côte d'Ivoire. These crimes have shattered the lives of four families, of our Office, and of the entire humanitarian community. I have decided that on the occasion of the 50th anniversary of the Office, at Headquarters, we shall dedicate a memorial honouring our colleagues, and all UNHCR staff who have lost their lives serving the refugee cause.

Looking Back

Ladies and Gentlemen,

Since I will leave office at the end of year, I hope you will allow me to speak a little longer - and to start doing so with a brief reflection on the past ten years.

When I became High Commissioner in 1991, the Cold War had just ended and people spoke of a new world order. The changes for the better were extraordinary. Democracy spread across Central and Eastern Europe and nearly all of Latin America. Apartheid in South Africa was defeated.

History did not end, as one scholar had predicted. Indeed, the times became very complicated, not least in our field of work. In 1991, within weeks of my arrival as High Commissioner, almost two million Iraqi Kurds fled to Iran and Turkey. Soon we moved into Northern Iraq, working closely with international military forces for the first time. And in the following years, especially in the former Yugoslavia, and Central Africa, we were constantly challenged to rethink our protection, assistance and solutions strategies.

The foundation of protection remained legal, but ensuring protection increasingly became an operational, practical, hands-on activity. UNHCR was on the frontlines, often in war situations. We became much more active in countries of origin, particularly when helping returnees reintegrate. The times also demanded innovative approaches to asylum. We broke new ground - and together saved many lives - by promoting temporary protection for refugees from Bosnia and Herzegovina.

At the same time, new patterns in conflicts made forced population movements more fluid and complex than ever before. We faced terrible ambiguities and dilemmas, frequently alone. In Bosnia and Kosovo, real international engagement came too late and only after human suffering had reached dramatic proportions. Since 1994, in the Great Lakes region, there has not been any meaningful international engagement, except for humanitarian work.

Some of the conflicts unresolved by political and diplomatic initiatives eventually triggered a military reaction by the international community. This led us into a confusing new era of so-called "humanitarian wars" - a term that troubles me greatly - and a more crowded humanitarian space.

The Balance Sheet

A new decade - a new era - is now beginning for UNHCR. In accepting my last mandate, I said that I did not want to leave a legacy, but a future. Today, I would like to elaborate on my perception of that future - but before I do so, let me draw a short balance sheet of the period that is coming to a close.

We have had successes. The most important one is that millions of refugees, over the past ten years, have repatriated. Starting with the return of the African National Congress exiles to post-apartheid South Africa, the most significant case that followed was that of Mozambique, where a twenty-year war had uprooted more than a third of the population. We worked hard and by 1995 all 1.7 million refugees were back home and, more importantly, they stayed home.

There were successes in Asia and Latin America, too. In Cambodia, we helped close to 400,000 refugees return home. The completion of repatriation from Thailand to Laos and the closure of the Pillar Point centre in Hong Kong earlier this year signalled the end of the 25 year-old Indochinese refugee saga. I travelled to Mexico last year to witness the formal closure of

UNHCR's repatriation operation, which put an end to decades of refugee crises in Central America.

Solutions to refugee problems take time. This is a lesson I have learned over the years. But the Comprehensive Plan of Action for Vietnamese refugees, like the CIREFCA process in Central America, demonstrated that complex refugee problems can be solved when governments are committed and resources are available - and often, they are solved not only through voluntary repatriation, but also through a combination of solutions which may include local integration and the granting of citizenship, or resettlement to third countries.

Let me also speak about the unresolved refugee situations. There are many, and I will only elaborate on some. I wish to start with the crises in places where there are encouraging signs of progress, concrete in some cases and more embryonic elsewhere.

For example, minority returns are finally becoming a reality both in Bosnia and Herzegovina, and in Croatia. Refugees are returning to Croatia from the Federal Republic of Yugoslavia, which hosts the largest number of refugees in Europe. Displaced people in Bosnia are even returning to towns that were virtually synonymous with ethnic cleansing. Tensions have subsided, security is better and the obstacles to return are now often more practical than political. But these welcome trends are not irreversible. More money is needed now to build houses and create jobs that will anchor returns.

Rwanda has also made progress, but it needs new development investments to consolidate returns and foster reconciliation. UNHCR's reintegration activities are winding down. Development actors must step forward. The government must have the political will to resolve the fundamental problems of power sharing and democratisation.

Burundi too is at a crossroads. The choice is between peace and renewed conflict. The latter would certainly cause massive displacement. President Mandela has given new momentum to the Arusha process. The failure of several key parties to sign on to the 28 August agreement was a disappointment, but efforts must continue. If peace comes, UNHCR is ready to help more than half a million refugees go home from Tanzania. Meanwhile, we must help the Tanzanian government maintain its generous asylum policies. Refugees are receiving only 60 per cent of the required daily food ration. Tension is building, and decreasing assistance may send the unintended message that refugees are expected to go home prematurely.

In the Horn of Africa, fighting earlier this year uprooted nearly 1.5 million people in Eritrea (including 90,000 who sought refuge in Sudan, which I visited in June). Determined international efforts, however, resulted in a cease-fire and helped address the worst consequences of the latest drought. Deployment of a UN observer mission is getting underway. People are returning home. We have now repatriated more than a quarter of those who fled to Sudan. A final peace settlement would open the way to solutions, both for people displaced recently and for the refugees from previous outflows. It would be an important stabilising factor in a region where there are other encouraging signs, for example in Somalia.

The situations where progress is evident are perhaps the most important for us, because UNHCR can make a difference. We play an important role by facilitating return and meeting humanitarian needs, while peace is built.

Elsewhere, unfortunately, solutions to refugee problems remain elusive. Let me mention a few situations that worry me most deeply.

Africa, where I have been 31 times since 1991, continues to be of the greatest concern to UNHCR. Central Africa is perhaps the most worrying area, with on-going conflicts and massive displacement in Southern Sudan, Angola, and the Democratic Republic of the Congo.

In Congo, theatre of a complex clash of political, military and economic interests, people are suffering. I want to repeat this loud and clear: millions of people are suffering, and little is done to address their plight. It is a paradox that whereas Congolese continue to seek refuge outside the country, and 1.8 million are displaced internally, over 300,000 people from neighbouring countries have sought refuge in the Congo itself! This shows the regional dimension of the crisis, but also the profound despair of people seeking safety.

As we speak, refugees are crossing into Congo Brazzaville by the hundreds - in one of the most inhospitable and inaccessible regions in the world. For how long is the international community going to ignore their plight? The Lusaka Agreement may be the only existing framework for peace - but it is stalled. Shouldn't more pressure be put on belligerents, and their supporters? I have told President Kabila, and the RCD in Goma, that the price being paid by their own people is intolerable - and I have told them, as well as President Museveni and President Kagame: don't forget the people, don't ignore the human cost of this war, when you negotiate.

The other very worrying region is West Africa. The repeated setbacks in implementing the Lomé agreement keep half a million Sierra Leonean refugees from coming home. Thousands more are displaced within the country and receive little aid. More decisive international support is needed for the further deployment of UN peacekeepers in Sierra Leone.

But I have even broader concerns. On Saturday, there have been two more attacks in border areas of Guinea. We face a severe risk that instability will escalate, causing massive displacement in the region - and refugee flows may become one of the "vehicles" for the conflict to spread. For years, people fleeing Liberia and Sierra Leone found a secure refuge in Côte d'Ivoire and Guinea. We must give these two countries increased support in order to help refugees while preventing armed groups from infiltrating refugee-hosting areas.

Humanitarian assistance will have to be coupled with security support - President Conté of Guinea has asked help to monitor the borders with Sierra Leone and Liberia. This is a legitimate request. Peacekeeping should focus on border areas, too, if we are to prevent the conflict from spreading and a humanitarian catastrophe from unfolding.

Turning to other continents, Afghans were the world's largest refugee caseload when I became High Commissioner. Two and a half million Afghan refugees remain in exile today - even after the repatriation of more than four million people since 1992, including 166,000 from Iran and Pakistan so far this year. I have just returned from the region. Many more refugees would like to repatriate, but there are obstacles: the on-going conflict; the lack of economic opportunities, basic services, respect for human rights - and I stressed this to the Taliban authorities - particularly for the rights of women; the drought; and, last but not least, the lack of resources for humanitarian operations. At the same time, asylum fatigue creates pressure for return, and donor fatigue has left UNHCR unable to meet basic needs. Allocating more resources to this operation, both in countries of asylum and especially in Afghanistan itself, is a priority. But resources alone will not solve this problem. There has to be resolute international engagement in finding a political solution to Afghanistan's tragedy.

In Kosovo, the massive international relief operation is winding down. No one died of exposure or starvation last winter. This was no small achievement. UNHCR's focus must now be on protecting and assisting non-Albanians. Minorities in Kosovo live in a virtual state of siege in mono-ethnic enclaves under heavy KFOR guard, sustained by UNHCR and other humanitarian agencies. We must overcome the cycle of violence and revenge and the climate of impunity. Enabling the few remaining non-Albanians to stay in Kosovo will be the first step toward return as a solution for those who have left.

In the Russian Federation, the fighting that flared up in Chechnya in September 1999 uprooted a quarter of a million people and left many others living in misery. Some 170,000 displaced people and returnees face a second harsh winter in Chechnya, as are another 170,000 displaced people in Ingushetia. UNHCR provides limited cross-border assistance in Chechnya whenever and wherever possible, but we can make little impact since insecurity and the risk of kidnapping prevent us from working inside Chechnya and restricts our operations in the neighbouring republics.

The problem of Bhutanese refugees in Nepal has also been difficult to resolve. I visited Bhutan and Nepal in April. My impression is that we could be close to a solution for some 100,000 refugees who have been languishing in camps in Nepal for seven years. They are emphatic in their desire to go home, without preconditions. In this case, the obstacle to a solution is not a conflict - but rather, different interpretations on how to screen the refugees for return. I urged both governments to bridge the remaining differences. I suggested a formula and made UNHCR data available. Nepal accepted. Bhutan has not. Until this happens, people will continue to be deprived of their legitimate right to return.

I am deeply worried about the Timor situation, too. UNHCR worked throughout the year trying to find solutions for the East Timorese refugees in West Timor. My colleagues worked in harrowing conditions, extracting 170,000 refugees from the camps and helping them repatriate in the face of harassment, intimidation and violence from the pro-integration militias. After the murder of our three colleagues, we were forced to abandon some 125,000 refugees. Many of them would choose repatriation. All need a solution. We are committed to helping them and to supporting the Indonesian

government. But that support comes with conditions. We cannot go back until the authorities disarm and disband the militias, and arrest and prosecute the killers of our colleagues.

The list of situations where a solution remains elusive is frustratingly long - I should also mention the more than 400,000 Sudanese refugees spread across several African nations, the ever-pending return of refugees from Western Sahara, the 100,000 refugees in camps along the Thai-Myanmar border, the many people displaced by the still "frozen" conflicts of the South Caucasus, the hundreds of thousands of internally displaced people in Colombia, and over half a million displaced people in Sri Lanka. In most of these situations, a combination of secessionist or rebel movements and weak conflict resolution processes - as well as a lack of international engagement and resources - have created a dangerous spiral that makes solutions very difficult to achieve.

Looking to the Future

Ladies and Gentlemen,

Saving lives, ensuring protection and finding solutions have been and will continue to be our common objectives. The balance sheet of these ten years is not too bad. We made progress in some areas, we raised the right issues in others. At times, we were accused of betraying our mandate. At times, we were told we were changing too fast. But UNHCR has to confront a dynamic environment - to evolve and improve, in order to meet the constantly changing challenges. This must continue.

It is therefore to the future that I wish to look. I see five important areas where we must reflect, plan and take concrete action - emergencies, security, complex population flows, peace building, and coexistence.

First, we must to continue strengthen UNHCR's emergency preparedness and response capacity, which lies at the heart of our ability to save lives.

Emergency mechanisms established in 1992 dramatically improved our ability to respond to refugee crises. We created effective stand-by arrangements, particularly for staff. We raised the level of preparedness of our government and NGO partners through training and support with contingency planning.

I am proud of these achievements. But the humanitarian environment has changed since 1992. UNHCR's initial response during the Kosovo refugee crisis revealed a critical need to review our emergency mechanisms. Drawing from the recommendations of the independent Kosovo evaluation, we are implementing - within the constraints of available resources - a Plan of Action to increase our "surge capacity" through expanded stand-by arrangements, rosters of people trained and ready for rapid deployment, and the development of "kits" and "packages" to meet the immediate needs for security, logistics, telecommunications and accommodation in the field. The Head of the new Emergency Service reports directly to me and will also be responsible for security and military liaison.

This brings me to the second area where intensified efforts are needed - creating a secure environment for refugee-populated areas and humanitarian operations.

In Eastern Congo and more recently in West Timor, we have learned painful lessons about the tragic consequences that follow when refugees and perpetrators of violence are left together. Similar trends are emerging in West Africa.

Since 1997, I have advocated looking to a "ladder of options" between the extremes of fully fledged peacekeeping on the one hand, and the absence of any security measures on the other. The concept remains valid, but we must move forward with implementation. Our objective is to operationalise "medium" options, such as the deployment of international civilian monitors or police, with a view to strengthen local law enforcement mechanisms.

The recent publication of the Brahimi Panel's report on UN peace operations is a welcome step. We look forward to working with the Secretary-General in implementing its recommendations. I believe that UNHCR can bring a valuable perspective to these discussions, along with our humanitarian partners that are operating in the field and facing the same risks - WFP, UNICEF, OCHA, the Red Cross Movement, IOM and many, many NGOs .

In parallel, we must forward decisively on staff safety. As we speak, UNHCR and other humanitarian staff are exposed to danger in many places around the world. It is essential to balance the need to be next to the refugees - often in very dangerous areas - with the requirement that staff be kept safe. I have initiated separate inquiries into the Atambua and Macenta killings, led by the Inspector General. An examination of our current security arrangements, under the co-ordination of the Assistant High Commissioner, includes a re-assessment of our benchmarks for suspending operations, evacuating staff and the eventual resumption of activities. UNHCR will also contribute to the Secretary-General's ongoing review of the UN system-wide security arrangements.

We must work closely together, especially with the humanitarian community. I am grateful to Catherine Bertini, Executive Director of WFP, for being here today to address this Committee on security issues. And whilst we appreciated the sympathy and support that governments expressed last month, we now have to see your support translated in concrete measures. Staff safety costs money and should not compete with existing, under-funded programmes. We need your help, and we need it urgently.

We require political support, too. The Secretary-General has invited the General Assembly to develop a protocol to the 1994 Convention on the Safety of United Nations and associated personnel that would extend legal protection to all United Nations staff engaged in humanitarian operations. The Rome Statute of the International Criminal Court would - with some limitations - make attacks on humanitarian workers a war crime. Urgent action is needed to make these principles international law. Refugee lives depend upon us, but we can only help them if we are alive and safe.

The third area where we have to think creatively and act concretely is in developing new approaches to complex forced population movements.

I see the issue as having two key aspects - ensuring asylum for refugees and meeting the requirements of internally displaced people more effectively. UNHCR's is fully engaged in efforts to strengthening the UN's inter-agency collaborative approach. The new Special Co-ordinator of the Senior Inter-Agency Network on Internal Displacement is seconded from UNHCR. I have spoken on the issue of internal displacement recently. Let me focus here on asylum.

We face an extraordinary challenge responding to the globalisation of migration and forced displacement. Asylum seekers fleeing persecution, human rights violations and violence tend to travel with people seeking better economic opportunities, and those uprooted by environmental and other disasters. They often come from the same countries, travel the same routes, hold the same false documents and use the services of the same criminal trafficking and smuggling networks. As a consequence, asylum and irregular migration have become seriously confused in the public mind. People in many countries are also increasingly troubled by perceived abuse of the system and the cost of giving asylum. Governments have responded by making it more difficult for asylum seekers to reach their territory, detaining them upon arrival, interpreting their protection obligations restrictively and creating new and lesser forms of protection.

We cannot ignore valid concerns. But I remain firmly convinced that governments, UNHCR and refugees share a fundamental common interest in having an effective, universal international protection regime. I am heartened that the European Union, at last October's Tampere Summit, committed itself to the full and inclusive application of the 1951 Convention.

As announced in July, UNHCR is launching special consultations with governments. Our purpose is not to renegotiate the 1951 Convention. Rather, we hope to promote its full implementation and to develop the new approaches, tools and standards needed to ensure its continuing vitality and relevance. We plan to commemorate the 50th anniversary of the Convention in 2001 in a variety of ways, including support to a major intergovernmental event.

The fourth area I wish to highlight is the need to bridge the "gap" between humanitarian and development assistance in the transition from war to peace.

Many post-conflict situations today are chronically under-funded. Resources come readily for high-profile humanitarian emergencies. When development investments are required to consolidate fragile returns, we have a much more difficult time getting the world's attention. Sometimes, scenes of misery and death seem to be a prerequisite for donor interest.

UNHCR, the World Bank and UNDP will convene a meeting in Washington in November. Under the leadership of the Deputy High Commissioner, we will resume the consultations initiated at the Brookings Institution in 1999 with the aim of moving forward with existing concrete proposals and strengthening links with parallel initiatives. In 1999, donors called for greater co-ordination on the agencies' part. We made efforts. I am disappointed,

however, that this has not led to more backing, and more financial support, for the transition phase.

The fifth challenge also arises in post-conflict situations. It is promoting co-existence in divided communities.

When fighting ends and repatriation begins, refugees often return to live alongside the very people they fought with. From Bosnia to Rwanda and from Liberia to East Timor, this pattern prevails. In many places, UNHCR no longer struggles with a refugee crisis, but rather a returnee crisis. Kosovo is perhaps the starkest example. During my last visit in May, I was dismayed to see children going to school under NATO military escort.

UNHCR has launched an initiative that we call "Imagine Co-Existence". We are starting with pilot projects in Bosnia and Rwanda. We face two challenges. The first is devising ways to bring people back together. The second is to make humanitarian and development actors aware of the "co-existence potential", or the lack of it, in their activities in divided communities. We have learned in many places the unifying, or dividing, power of a well, of a school, of a playground. When planning or implementing projects, we must ask ourselves: does it promote or undermine co-existence? This - I believe - is one of the fundamental humanitarian questions of the next decade.

Modernising UNHCR and obtaining adequate resources

In order to meet these five challenges, the Office must make further efforts to adapt. As for any international public organisation, change is a painful and laborious process for UNHCR. Since 1996, we have made progress. But, clearly, UNHCR must become a much more modern organisation if it wishes to remain relevant and effective.

The Office has to be managed, trained and equipped for a faster, technologically advanced and globalised environment. In Kosovo, we saw hundreds of thousands of people flee for their lives and then return home within a few weeks. Rapid emergencies - and the increasing pressures for quick solutions - put new demands on our capacity to manage staff and resources. But the revolution in communications and information technology is also a tremendous boon, allowing us to operate more effectively in some of the world's most remote and insecure areas.

Decentralisation is crucial. We started with Africa - and, I believe, in spite of all difficulties, we made the right decision. I hope other regions will follow, perhaps next in Asia. There have been difficult technical problems to resolve, but they have been compensated by the increased proximity of senior managers to the field. We must accelerate the decentralisation of financial and human resources management. The rollout of the Integrated Systems Project, in 2001, will provide managers with a comprehensive view of their activities - from protection and programme to finance and budget, human resources and the supply chain.

The other key area is of course human resources. UNHCR introduced new policies on postings, promotions and contracts in January. The guiding

principles are performance and accountability at both the individual and organisational levels. The end result should be much greater transparency, objectivity and fairness in the UNHCR's personnel practices.

We are on the right track. But the implementation process has been accompanied by significant growing pains, and I am not yet entirely satisfied with the results. We have now identified the inevitable stumbling blocks of a new system, and we are reviewing them - but we must move forward. We cannot be too slow in making postings decision, compared to the fast-changing needs in the field.

We must also examine staff rotation policies. Rotation is a very sensitive aspect of UNHCR's human resources policies, as it is entwined with the very values and "soul" of the organisation. We have to find ways to be fairer to staff who have spent long years in difficult duty stations. We must also give staff better choices at critical stages of their personal and professional lives. Better management of rotation is particularly crucial, if we are to consolidate recent progress in gender equity and increase the representation of women among UNHCR's senior staff.

Improving the management of resources requires of course the establishment of rigorous systems. This is the legitimate demand of donors. After ten years of managing incredibly complex and difficult field operations, however, I would make one appeal to you and to my own staff. Be creative. Be flexible. We must be the owners - not the prisoners - of the systems we create. We at UNHCR have always been proud of being dynamic and field-oriented. We must avoid becoming a bureaucratic, timid organisation - therefore, when necessary, we must have the clarity, courage and determination to change and adapt.

And last but not least, modernising the Office will cost money. It may be obvious, but unfortunately the financial situation of UNHCR is not encouraging.

Raising funds has been a major activity for me in the past ten years, and I am deeply grateful for the strong backing that governments have extended to UNHCR. Since this is my last speech to the Executive Committee, allow me to single out and warmly thank the United States, Japan, the Nordic countries, the Netherlands, and Switzerland, which have been most consistent in their support.

In spite of their efforts, and the significant contributions of a few others, however, UNHCR has become an under-funded organisation. By early this year, we could already project that contributions would not match our budget - the budget approved by this very Committee last October. Meanwhile, new emergencies added nearly 100 million dollars to our requirements. The shortfall is greater than in past years.

Difficult as it may be, try to imagine the impact caused on real situations. We delayed camp maintenance work and cancelled QIP programmes in Tanzania. We put on hold the planned distribution of shelter packages to returnees living under plastic sheeting in Rwanda. We can only meet two-thirds of the housing needs in the Gueckedou refugee camp in Guinea The lack of funds in

Côte d'Ivoire slowed repatriation to Liberia. We reduced shelter support in Armenia by half. We have been unable to fully fund repatriation and rehabilitation programmes in Afghanistan.

The cutbacks have extended to activities that impact directly upon UNHCR's policy priorities - women, children and the environment. Education and training programmes in several countries suffered reductions. We also cancelled or put on hold reforestation and other environmental activities in Africa. These are just examples. When I go to the field, it pains me to see my colleagues unable to meet some of the basic needs of those they are out there to serve.

We have made great efforts. The Global Appeal, Mid-Year Report and Unified Budget aim at making our needs clearer and our operations more transparent. We are also firmly reaching out to a new, wider circle of potential supporters among the private sector, the corporate world and the public at large. To support these efforts, we are building a more professional media relations network.

We have also, repeatedly, prioritised and reduced our budget - several times this year. This has hampered the entire process of management decentralisation and made long-term planning impossible. It has diminished UNHCR's credibility and strained relations with refugees, governments and our NGO implementing partners.

The Office will be critically weakened if urgent action is not taken. Let me therefore make a personal appeal to donors - especially to the European Commission, some of the European governments and other countries whose support has recently declined or has never been commensurate with their economic possibilities: unless fresh contributions are forthcoming, UNHCR will face a severe funding shortfall; and unless commitments for next year's budget are honoured, we will face the same situation in 2001. I deeply regret that this may happen as a new High Commissioner takes the leadership of the Office.

Conclusion

Ladies and Gentlemen,

UNHCR marks its fiftieth anniversary in December this year. But our longevity is no cause for celebration. UNHCR remains necessary because persecution and conflict force an ever greater number of people to flee their homes. So in our anniversary year, we are not celebrating UNHCR but rather refugees - their courage, their determination and their capacity for survival against all odds.

On December 14th, the independent Refugee Education Trust will be launched as the lasting legacy of UNHCR's 50th anniversary. The Trust will give refugee adolescents in developing countries opportunities for post-primary education. The focus will be on providing quality education to the largest number of refugees where the needs are greatest. I hope that you will all find ways to support this important initiative.

I also hope - and trust - that you will continue to support this organisation. After ten years, I can tell you confidently that UNHCR's staff - to whom I am so indebted for all its support and its often heroic efforts - is remarkable. And UNHCR's cause is crucial - and will remain so for long.

I am often asked: what has been the greatest success, and the greatest failure, of these ten years?

It is a difficult question, and I can think of only one way to answer. It is to think back to the many images - sometimes happy, sometimes terrifying - that haunt my memory: images of refugees returning, clapping their hands; images of children dying, of old women crying for help. The faces of refugees have been the clearest mirrors of our failures, and of our successes. Positive results gave me strength to continue. Seeing the suffering of people made me sad and angry - and convinced me, every time, that our work was needed.

The suffering of refugees - with which my colleagues and myself deal every day throughout the world - is immense. So is the joy of people who return to their home after years of exile. Both are much greater and deeper than words can describe. They speak to us, and I will say no more - except, perhaps, to exhort you in the words of the song that we have chosen as slogan for UNHCR's 50th anniversary: respect. Respect your own commitment to protect the poorest of the poor, those who have lost their homes. Respect humanitarian workers, who are with them on the frontlines.

And above all, respect refugees.

Thank you.

ANNEX III

Chairman's summary of the millennium theme --
"UNHCR@50: from response to solutions"

(Wednesday, 4 October 2000)

The scope and range of the debate on the annual theme -- "UNHCR@50: from response to solutions" -- has been thoughtful and stimulating. As so many of you noted, the 50th anniversary is an appropriate moment to reflect upon what we have accomplished. It is also a moment to consider what we must achieve in the future and how we can work together to accomplish it. Here, in my concluding remarks, it is not my intention to provide a comprehensive summing up, but rather to highlight some of the main directions of our debate.

Before I do that, however, I should like to join with you in the very kind and sincere tributes paid to the High Commissioner and her staff throughout our two and a half days of discussion. She said in her opening remarks that she wants to leave us with a future rather than a legacy. You have made it clear that she has left both: a future with hope and challenges and a wonderful legacy upon which to build that future. Some of you even felt that there is now an "Ogata doctrine" giving us guidance for our joint endeavours in the 21st century.

Also, I would like to echo the many expressions of sympathy and concern for the victims and their families of the tragic events last month in Indonesia and Guinea. I should also note the appreciation of this Committee for the eloquent remarks of the United Nations Secretary-General and the Executive Director of the World Food Programme on the brutal killings. As the Secretary-General noted, humanitarian workers were targeted "not in spite of being humanitarian workers...but precisely because of that fact." The Executive Director further pointed out that United Nations staff members "give everything they've got to save people living in the worst circumstances on earth. They should not have to give their lives." Now the chorus of condemnation and outrage that has been heard here must be translated into appropriate action to ensure the safety and security of all humanitarian personnel wherever they are working.

Let me turn to some of the themes of our debate. The High Commissioner's opening remarks and the Millennium Theme Paper provided us with an excellent starting point. She highlighted five areas for future action: strengthening UNHCR's emergency preparedness and response capacity; creating a secure environment for refugee-populated areas and humanitarian operations; developing new approaches to complex forced population movements; bridging the gap between humanitarian and development assistance in the transition from war to peace; and promoting co-existence in divided communities. These are directly related to the solutions discussed in the

increasing security, linking humanitarian assistance [illegible]

Your comments, in response to these presentations, help us to reflect more deeply on these proposals, and strengthen them with the perspectives of Member States, regional organizations, United Nations and other agencies and organizations, and civil society. All are UNHCR's invaluable partners in this long-term endeavour. We have also heard the voices of refugee women during this week's session. All have spoken to sources of conflict, responses and solutions.

Causes

In terms of root causes, many have noted that there are a variety of factors that can lead to conflict and resulting mass displacement. They include poverty, lack of development, ethnic hatred, greed, and violations of human rights. Any solutions, to be effective and sustainable, must address these root causes in a comprehensive, cooperative, and coordinated manner.

Responses

In responding to refugee situations, UNHCR was called upon to keep protection as its primary goal; considerable support was voiced for strengthening the institution of asylum. The 1951 Convention and 1967 Protocol were referred to as the cornerstone of international protection. The Global Consultations that have been launched were enthusiastically welcomed as a chance to reconfirm this.

Over its 50-year history, UNHCR's responses have been adjusted to the requirements in the field. Challenges for improvement, however, still remain. Many recognized that UNHCR's response and surge capacity need to be further strengthened and adjusted to increasingly complex emergencies. In adapting to this new climate, cooperation between UNHCR and its partners, including Member States, is increasingly essential to deal with the wide-ranging needs of refugees and other persons of concern. Within the refugee populations, the needs of vulnerable groups require special consideration. The debate evidenced clearly that there is an urgent and critical need of providing security of humanitarian staff as well the civilian populations caught in the midst of conflict, which, tragically, has become more apparent than ever. As one of you commented, "If relief workers are not safe, no one is". Indeed, if those who seek to protect others are threatened, the crucial function of international protection is at stake.

In carrying out these varied responsibilities, UNHCR's efforts will be enhanced through lessons learnt as is evident from the Kosovo evaluation. You welcomed UNHCR's willingness in this respect.

Solutions

In terms of solutions, you reaffirmed that voluntary repatriation is the preferred solution. Some recognized the importance of local integration and resettlement, highlighting the benefits refugees bring to their societies. Long-term solutions require the involvement of a wide range of actors. Many of you commented on the important contributions that can be made by regional

We need to find more innovative ways of utilizing available resources.

International organizations, in turn, may have to better adjust their programmes to the specific needs and circumstances of recipient countries.

Forging a link between humanitarian assistance and development aid -- bridging the "gap" -- is vital for post-conflict peace building, but such efforts require increased and predictable levels of funding in a balanced manner. Other important considerations are capacity building, anchoring refugees in the communities they return to and promoting a culture of peace and coexistence. In these activities, it is important to involve all sectors of society, including refugees and returnees, and to keep in mind the needs of vulnerable groups. As the Millennium Theme Paper states, "Any vision of the 21st century must have peace building as an essential component, combining the strengths of individuals, states and the community of nations towards this goal."

00-69418 (E) 211000